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ABSTRACT

This paper presents some practical ideas for providing social services through local programs for young children. Identified and evaluated are educational, health, and social services, (viewed as essential components of a responsible child care system) and the efforts of the large national demonstration programs (Head Start, Parent-Child Centers, and Follow Through). Chapter 1 presents some of the key policy decisions confronting planners of early childhood education programs and highlights the many 'value dilemmas' implicit in the decision-making process. Chapter 2 outlines the ways in which supportive services (health, nutrition, psychological, and social) can contribute to the realization of program goals. Chapter 3 offers suggestions and examples to social workers for promoting a program of partnership between the family and the school. Chapter 4 provides a description of child care in Sweden, and Chapter 5 documents, in the form of a log, the process involved in one project director's attempt to introduce and promote organizational innovation. This guide is designed for use by persons who must plan local programs, who must review proposals for such programs, and especially for people newly entering the social service professions and who are particularly concerned with day care and early childhood education. (CS)

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SOCIAL SERVICES IN EARLY EDUCATION

Head Start, Day Care, and Early Education Schools

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CONTENTS

Introduction 1

I. The Planning Task: Policy Decisions 2

II. Designing a Comprehensive Program 8
A. Social Services 8
B. Psychological Services 9
C. Nutrition Services 11
D. Health Services 14
E. Models for Instruction 17
F. Staff Development 21

III. Program Development: Contributions from Social Services 28
A. Children and Their Families 29
B. The Neighborhood 34
C. The Wider Community 36
D. Parent Advisory Boards 38
E. Parent Education 40
F. Parents as Paraprofessionals 42

IV. A Cross-National Comparison: The Swedish Experience 44
A. Forsberg Minnie Day Nursery 44
B. Philosophy of Early Childhood Education 48
C. Family Day Care 54
D. Extended Day Care 55
E. Handicapped Children 56

V. Introducing Program Innovation: A Case History 60

Epilogue 91

Suggestions for Additional Reading 93

Appendix: Job Descriptions for Various Levels of Social Service Staff 97

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INTRODUCTION

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The care of young children has grown far beyond the simple play-schools of yesteryear. Work in this country and abroad, in laboratories as well as in life, has taught us that effective programs for youngsters--especially when they are away from home, in day care, or in school--must be concerned with their total development, and that educational, health and social services are essential components of a responsible child care system.

In this country, the large national demonstrations--Head Start, Parent-Child Centers, and Follow Through--represent efforts to translate this understanding into practical programs at the community level.

This volume attempts to gather and distill the experience gained from these programs into a practical guide for the provision of social services in programs for young children.

It is designed for use by persons who must plan local programs, who must review proposals for such programs, and especially for people newly entering the social service professions and who are particularly concerned with day care and early childhood education.

Chapter I

The Planning Task: Policy Decisions

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Agency policy develops within a general philosophy concerning actual and ideal program objectives. Policy makers have value systems which define problems or action areas; planning translates these values into specific programs. Many of the issues that confront planners of early childhood education programs are also important in other fields such as health, mental health, and social welfare.

Some early education policies are mandated by funding sources and are described in federal and state guidelines. Others are left to the discretion of community planning councils. Some issues depend on interagency cooperation and some are dealt with by the individual agency. At the agency level, decisions are made by administrators who may share authority with, or delegate it to, staff and parent boards. Most parent boards, however, are advisory only because many early education programs (such as Head Start) reflect a belief that a community program, properly staffed and meeting high standards, is necessary to make up for "inadequate" mothers. Here, then, is our first issue or value dilemma:

1) To what extent should parental responsibility be assumed by the program? Is there to be a high degree of parental control or is the program to be run by "experts who know"? Head Start, a major national attempt to bring the benefits of pre-school education to poor children, highlights this value dilemma.

Heralded as a means of compensating for "deficits" in socialization experiences in the family, Head Start offers not only a nursery school curriculum but also supportive services--health, nutrition, psychological and social services. At its inception, the program also tried simultaneously to reaffirm parental responsibility through mandatory parent involvement with policy advisory boards. However, the paradox of looking to the most disadvantaged and purportedly apathetic parents for technical solutions to developmental and educational problems quickly became painfully apparent to program directors. They generally resolved this paradox by defining "parent participation" as "parent education" rather than parent control of policy decisions.

2) A second key decision concerns the age for admitting children into early education centers. Social policies are strategies based on value choices for the allocation of social resources, and the scarcity of

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resources requires some discussion about priorities for receiving service. There is now convincing evidence that the earlier one provides services to young children, the greater the developmental gains. Should priority be given, therefore, to infant care; to day care for all ages of children with working mothers; to after-school care for a larger number of grade-school children?

3) The range and level of services to be offered within a given program poses the question of comprehensive versus specialized care. Programs offering specialized care provide supervision for physical well-being, or supervision plus an educational component. Children and their families are referred if they need other specialized services such as health, welfare, or child guidance. Comprehensive service programs are designed to overcome fragmentation of services by including health, nutrition, psychological, and social services as essential components of the program.

4) All child development programs supported by public funds must choose between policies of universal versus selective eligibility. Programs with limited eligibility are more economical because they serve only those in need of the service, but they have stigmatizing effects which lead to under-use of services. Universal eligibility is based on the belief that all children, regardless of family origins, have a right to the best care to aid healthy growth and development. Once the universal eligibility principle is established, and if resources are limited, priority for acceptance into a program can be given to the children most in need. These may not always be children from low-income families, but fees assessed according to ability to pay can justify opening publicly funded programs to other than poor families. It is important to distinguish between income used for determining eligibility and income used in assessing service fees. It is a great disadvantage to a working mother if the wages earned are used to determine eligibility for a service she must have in order to remain employed.

5) If a community is to provide a truly comprehensive child development service network, there must be a diversity of choices. With reference to day care, for example, which is commonly thought of as group or congregate care, a well-served community may need some or all of the following: all-day, part-day and extended-day (before and after school) care; in-home care; family day care*; 24-hour day care; emergency shelter; playground

* It is estimated that 90% of the children of working mothers are cared for by informal private day care

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supervisors; home helps and brief-time certified baby sitting arrangements.

Extended-day programs are appropriately developed as part of a neighborhood community center. Staff create an extension of the home environment in which students can get help with homework, ask questions relating to school, discuss their opinions about teachers, classmates and friends, and pursue hobbies. The Scandanavians* have had good experiences with extended day programs, limiting the number of children to fifteen per group and integrating them with either youth leisure time centers or with day nursery centers. In both cases, it is thought desirable to have a mixture of ages and a "home-like" rather than a "school-like" atmosphere.

6) An issue that is particularly important with regard to group care is that of a segregated versus integrated population. Integration implies not only mixing across racial and class lines but also across age groups and handicapping conditions. Supporting the integration argument are studies which indicate that a homogenous age group narrows the horizons of children; the presence of older children increases the amount of imaginative behavior in younger children, and the presence of younger children stimulates increased social and sympathetic behavior in the older ones. Moreover, the speech development of two- and three-year-olds tends to be slower when they are segregated within their own age groups.

Evidence for the beneficial effects of integrating handicapped children into programs with normal children comes from the Scandanavian experience based on the "normalization principle." This principle minimizes the disabilities of handicapped children by providing social and other supports enabling them to live among their families and communities rather than in isolated specialized facilities.

Probably the most compelling historic reason for age-grading stems from formerly realistic fears of epidemics during times when our technology for infant congregate care was less than adequate. Today there is convincing evidence that, for health reasons, it is

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arrangements by friends, neighbors or relations in their own or in others' homes. See, for example, Child Care Arrangements of Working Mothers in the U.S., Children's Bureau Publication #461-1968 (Washington, D.C., U.S. Government Printing Office, 1968).

* For a more complete discussion of the Swedish experience with various types of day care, see Chapter IV.

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better to mix children of different ages than to segregate them in large groups of the same age. Certain harmful viruses and bacteria seem to have preferences for specific age groups, so that segregating age groups increases the number of susceptible children placed together.

The advantages and disadvantages of mixing across class and racial lines are still being studied. It seems probable that mixing, per se, is a necessary but not sufficient condition for the enrichment of life for children in each participating group.

7) Decisions regarding economies of scale versus quality of care have a bearing on the ultimate size of a unit. Family day care, when combined with nutrition, health, psychological and social services, and with in-service training and supervision for the day care mother, adds up to a large unit cost. If there are enough units in the community, specialized services may be provided by a common pool. Centers, too, can draw on the centralized resources and make use of systems management techniques, standardized equipment, food catering services, and so forth. Generally speaking, it is uneconomical to operate centers for fewer than about fifty children. Program quality, however, may be lower in centers of more than 100 children.

There are circumstances in which economies of scale will have to be sacrificed in order to achieve a more equitable distribution of child development services. At present, about 40% of all centers are located in three states and 70% of all centers are located in communities with a population of 100,000 or more. Rural areas need heavy investments in transportation to bring children to family day care homes or to bring services into the homes of the children.

8) The issue of licensing and quality control concerns the recommended and mandatory minimum standards for child development programs. Standards must take into account a number of factors: total size of a group, adult/child ratio, staffing pattern, space and safety requirements, sanitation, food preparation, physical facilities and equipment, emergency medical care, age groupings, medical certification for children and staff, training for staff development, ancillary services, and extent and kinds of parent involvement. Obviously, different standards must be applied to different types of day care*,

* Since licensing has had little impact on family or in-home day care (the usual arrangements for 90% of the children of working mothers), Arthur Emlen suggests that we abandon the assumption that quality of care primarily is determined by the "person who gives care, the setting

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varying with age of child, number of hours in the day, program goals, and setting. Also, it is desirable to have a system of grades or ratings to reward directors who provide higher than minimum levels of service.** Two important functions of state licensing agencies are the provision of technical assistance for center operators or day care mothers and the development of public understanding of child development programs by interpreting standards to local communities.

9) Manpower decisions related to program staff (professionals, paraprofessionals and/or volunteers) and the allocation of responsibilities to individuals or teams are of great importance. Decisions must be made concerning the credentials required, opportunities for career advancement, pre-service and in-service staff development, and personnel policies which structure the relationships between staff and the governing board. Will a parent advisory board, for instance, have the right to hire and fire staff or will it only make recommendations?

10) The structure of interagency linkages is determined by the allocation of responsibilities for funding, operating, monitoring, and coordinating programs among various state, regional, and local governmental units. Since congress tends to take a categorical approach to legislation, planners and administrators must design procedures to coordinate the various education, health and welfare programs into a network of comprehensive community services. If planning staff are independent of the service agencies they are more likely to make decisions on the merits of an issue rather than on territorial claims.

Present evidence suggests that commercial centers can earn a profit and pay decent wages only at the expense of program quality. Commercial operators who

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and the program itself." Instead, according to Emlen, quality of care should be viewed as a "product of interaction between users and providers of child care," and ways should be developed to "change the rates at which working mothers make unsatisfactory arrangements." Emlen recommends that a day care neighborhood service provide information, referral and help in finding suitable day care homes, plus personal support for the families as they make a decision regarding use of such arrangements. This matchmaking service would formalize and strengthen an already existing natural system of service delivery. Arthur Emlen, "Realistic Planning for the Day Care Consumer," The Social Work Forum, 1970.

** One criterion for analyzing and rating levels of care is the provision of access to supportive services.

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receive public subsidies are required to meet licensing standards; they should be eligible for technical assistance and be involved in community planning for coordination with other child development services.

One problem with formalizing standards into licensing requirements concerns finding ways to allow for flexibility for local variations and improvements. While the desirability of maintaining quality control over child development programs is generally conceded, when or how rigorously sanctions should be invoked for failure to comply with requirements is a debatable question. Should funds be withheld for noncompliance and, if so, how much time should be allowed for coming up to standards--two or three years? The advocates of probationary status claim that some child supervision is better than none for "latch key" children. They believe that, given time, the guidelines can be implemented with help from state agencies. The opponents of this argument believe that later attempts to improve initially sub-standard day care will be defeated by inertia--the tendency for programs to continue to operate in the same way in which they were started.

11) Accountability for achievement of program goals necessitates consideration of consumer participation versus consumer control of the program. Although it is generally agreed that service programs should be responsive to their clients, there are two points of view concerning the definition of "responsiveness." The first emphasizes parent education to upgrade parenting and homemaking skills--to strengthen family life--as an agency goal. The second viewpoint places greater emphasis on the right of parents to guide and control community services, including day care and early education programs, to support and enhance the experiences provided for the child within his family, as a means to achieve family goals. Even parents who have their own child-rearing difficulties can, as citizens, effectively plan for the benefit of their neighborhood's children.

Consumer control, of course, is defined beyond the neighborhood level; it extends to the city, county, region, and state levels. Users of child development services may participate in the determination of licensing requirements, in the evaluation of programs, and in staff development.

In summary, the important policy decisions to be made in program planning evolve out of value choices. Since each decision represents a variety of "right" choices, depending on the values and goals of the decision makers, any group planning a child care program must determine a general philosophy before proceeding to specifics. Clearly defined policy decisions will simplify the design and operation of a program.

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Chapter II

Designing a Comprehensive Program

Early childhood education programs--such as Parent-Child Centers, Head Start, Follow Through, and developmental day care centers--attempt to bring together the resources of family, community, classroom and day nursery to meet the physical, psycho-social and intellectual needs of infants and young children. Three important components of all such programs are an educational curriculum; supportive health, nutrition, psychological, and social services; and continuing staff development activities. We turn our attention first to ways in which supportive services can contribute to the realization of program goals.

Social Services* are those organized activities designed to help people deal with problems that limit their full potential for self-care, self-support, a satisfying family life, and successful participation in the mainstream of community life. They include activities that affect the physical or social environment, as well as those that focus on change in individual behavior. Social services insure the provision of such basic needs as food, clothing, housing, health care, and income maintenance, thus freeing people from distracting and energy-consuming anxieties and wants. But they go beyond these basics by facilitating the development of a sense of autonomy and of social power, hopefully modifying negative self-concepts and increasing self-esteem. This implies giving careful thought to the administration of the service, to avoid stigmatization and the preempting of parental responsibility. Furthermore, when efforts to counteract the adverse effects of poverty on a young child require supplements to the family's resources, the social service staff facilitates the use of existing community services and resources so that the family does not lose the help it may already be receiving.

The purposes of social services in a child development program are:

1) to insure that children are physically, intellectually and socially able to make good use of the program;
2) to mobilize personal, family and community resources, enabling parents to assume

* The implementation of the social services component is discussed in detail in Chapter III.

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their appropriate responsibilities;

3) to promote organizational arrangements tha are responsive to the special needs of you children.

Social service is child centered but oriented tow those individuals who have significant influence on a child's social and intellectual development.

The social services staff can contribute to the evaluation of the instructional program in interesting ways. For example, one often uncritically assumes a h correlation between test performance and behavior outs the school. A much more rational approach would elimi school tests and focus on the observation of extra-cur ular behavior. Program effectiveness should be assess on the basis of behavior observed on the street, in th neighborhood, in the family--not on the basis of class performance. The social services staff can use guided observations of children's problem-solving behavior as evaluative data. By determining the needs of children their families and recording the nature of available s services they can document the extent to which social workers can contribute to the program in general, and the well-being of specific children and families.

Psychological Services

Psychologists* and professional social workers wi master's degrees share many of the same competencies a skills. Although, in general, psychologists do not ha community organization skills and social workers do no have detailed diagnostic skills, their responsibilitie in early education programs overlap to a large degree.

Both psychologists and social workers, for exampl draw upon their knowledge of child development, learni theory, and personality theory to observe children in classroom or playroom, on the playground, at mealtimes taking leave of parents, and so forth. From these ob- servations they make screening judgments about psycho- social development and emotional health. For those fe children whose behavior is problematic or is symptomat of some difficulty the social worker will request the psychologist to perform diagnostic tests.

After testing and gathering additional informatio from teachers, other staff (including social workers), and parents, the psychologist makes recommendations to

* In this discussion, a psychologist is defined as a person holding a doctorate in psychology, and a licens or certificate to practice psychology in his state. S communities allow public agencies to hire persons with lesser training as "psychologists."

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both staff and parents for more effective management of children with physical, mental, or emotional handicaps. A few children, probably no more than seven percent, will need further diagnostic evaluation such as neurological testing. In collaboration with medical and/or psychiatric consultants, a psychologist can help teachers integrate handicapped children into classroom or play group and thus provide these children with a normalizing experience. This is not only preferable to segregating exceptional children, but it is also feasible with adequate "back-up" help for teachers and aides. All but the most severely retarded children can be integrated into a group if the ratio of retarded to normal children is low or if the adult/child ratio is high (i.e., 2 adults to 12 or 15 children). Some children may need short-term counseling or psychotherapy to ease them through situations of temporary stress or crisis; either a psychologist or a social worker with advanced clinical training (MSW) can give this help. For long-term treatment of neurosis or psychosis, however, children and their families should be referred to child guidance clinics and community mental health centers for specialized care.

Psychologists contribute also to staff development activities in significant ways. They teach introductory or advanced child development and/or behavior management techniques; they contribute to staffings or case conferences on behalf of a difficult child (highly aggressive, withdrawn, overly dependent, or non-verbal); and they organize and provide leadership for encounters or sensitivity sessions to develop keener insight into the dynamics of staff interactions.

In addition to diagnostic screening of children, consultation with individual teachers on classroom management or on specific problem cases, and contributions to staff development, psychologists can be called upon for parent education activities and for individual family counseling. Parent groups have common concerns related to their children's growth and development, childhood fears, disciplinary and academic problems, peer relationships, and so forth. Finally, psychologists also have special competence in research and evaluation design, and can help directors assess program effectiveness.

Child development programs range in size from small units of fifteen or fewer in group day care, to clusters of family day care satellites around a hub center, to Head Start or elementary school programs with several hundred children. Projects enrolling fewer than 200 children generally cannot afford a full-time psychologist or social worker but can contract for such services on a part-time basis. Since in most programs professionals other than instructional staff are likely to be available only intermittently, the director's office should have a central record file. This file should contain summary

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information from their individual interviews with children, interviews with families, diagnostic evaluation reports, and recommendations from case conferences for the benefit of teachers and other full-time staff.

Social Work and Nutrition Services

The growth and development of young children are immediately dependent on adequate diet. Their vulnerability resulting from poor nutrition can be seen in their more frequent illnesses, slower recoveries, developmental lags, reduced intellectual functioning, and personality changes such as apathy and increased irritability.

The incidence of poor diets increases directly with decreases in income. It has been estimated that one-third of the families earning less than $3,000 a year have diets that provide less than two-thirds of the recommended amounts of one or more essential nutrients. Within this low income group, however, it appears that the more educated the mother, the better the family diet.

A general estimate of nutritional practices in a group of families will indicate which families risk malnourishment. Such estimates are based on assessments of adequacy of home food preparation and storage and on information elicited from mothers and children regarding quantity, variety, and regularity of food eaten.[1]

A more direct assessment of nutritional status can be made by clinical examination of the children:

> If weight falls below a defined standard, if growth is below age expectancy, if muscle mass and subcutaneous fat are deficient, and if such signs as pigmentation changes or inflamation of the mouth are observed, general undernutrition or a deficiency of particular nutrients is inferred. In more complete clinical surveys, samples of blood and urine may be obtained and analyzed for the presence or level of a substance which may be affected by nutritional status..... At times nutrition studies may include X-ray examinations for the determination of bone age and deficient calcification.[2]

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[1] Frederick North, Jr. M.D. "Research Issues in Child Health: An Overview," Paper presented to the Head Start Seminar, Washington, D.C., November 1, 1968.

[2] H.G. Birch and Joan Gussow, Disadvantaged Children, Health, Nutrition and School Failure, 1970 Grune and Stratton, Inc., New York & London.

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Of course, anemia, developmental immaturity and other signs of malnutrition in young children may indicate not only current status but previous deprivations--including the mother's health status during pregnancy, which may limit learning ability in ways that can never be completely overcome. It has been estimated that about one-fourth of all handicapping conditions can be traced to the prenatal period. Improving the health of preschool children ultimately requires better prenatal care, including nutritional supplements for mothers. If the mother herself is neglectful of her child, disorder in daily living combined with marked irregularity of meals will increase frequency of infectious disease and will also limit the nutrient value of whatever food the child does eat.

Meals represent organizing events in the course of a day which contribute to a child's developing sense of time, sequence, and order; later, at school, children must further extend this organization of behavior according to specified sequences and times. Mealtimes are also social occasions, and provide practice of verbal communication. All this is lost when children glean food sporadically in lieu of regular meals. Social workers who keep abreast of good nutrition information can help mothers in this as well as in other areas of home management.

The nutrition component in a child development program tries not only to insure adequate diets for all children but also to provide education on sound nutritional practice. Meals and snacks given to low-income children at school or in child care centers should provide no less than one-third and up to one-half of daily needs, depending on the number of hours the children spend away from home. Menus should provide foods suitable in color, texture and variety for young children, and also take into account family culture and customs. Individual assessments of calorie intake will insure that some children are not being overnourished. Meals should be served in a clean, cheerful, well-ventilated area with chairs, tables and eating utensils that can be managed by small bodies and small hands.

The emotional environment, too, is important. Mealtime is not time for scoldings, threats, or coercion but a time for relaxed, pleasant talk with minimal interference from adults. It is an advantage to have a kitchen on the premises where food can be prepared and stored and where children can participate in kitchen activities. Even very young children can make simple dishes using recipes from picture cookbooks. Parents may be invited in at mealtimes as guests, or may be employed as aides to assist with food preparation and serving.

Discussion topics in the parent nutrition education program should include menus and recipes, and activities such as pot-luck suppers, ice cream socials, and

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barbecues. From these areas of common interest other parent activities can emerge. Social workers can initiate such activities, enlisting the help of the program's nutrition consultant.

Teachers can integrate nutrition education into their daily lesson plans. Staff who are on hand at mealtimes can use this opportunity to help children develop healthy eating habits and to identify and discuss a variety of foods. For example, different fruits can be passed around so children can feel and smell them. A fruit or raw vegetable is cut into small portions and served to each child: "Is it sweet or sour?" "Which piece is hard?" "Is it soft?" "What color is it?" Many food-oriented projects can be developed in the classroom and extended to field trips, to drawing murals about excursions, to making cookbooks, and to cooking and eating activities. These experiences provide age-appropriate lessons in social science, geography, history, science, and arithmetic. They also furnish content for writing or drawing exercises and for reading autobiographical stories. Home visits and parent group meetings keep families informed about these experiences and seek ways to extend learning beyond the school environment.

Consultation is offered for planning the nutrition program and for staff development by nutritionists and home economists in public health and welfare agencies, home extension agents and nutrition aides in the U.S.D.A. Cooperative Extension Service, school lunch supervisors, hospital dietitions, and health educators.

Although breakfast, lunch, and snacks given to children at the center or school can improve their nutritional status, save money for the family, and provide occasions for learning which can be integrated into the rest of the education program, fundamental changes in the nutritional circumstances of a family require that food be both available and accessible. For some families this may mean a social modification of food practices such as selection, buying, preparing, serving, and storing food.

The Extended Nutrition Education Program (ENEP), operated by County Extension Agencies for the United States Department of Agriculture, recruits and trains paraprofessionals who work under the supervision of a home extension agent. They make home visits to low-income mothers to demonstrate economical and efficient ways to purchase and handle food and to instruct them about the nutritional needs of all family members. The usual orientation training for aides teaches them how to adapt food demonstrations to a variety of kitchen arrangements, how to recognize health and other needs requiring appropriate referrals to other sources of help, and gives them basic child care information.

However, mothers cannot meet the nutritional requirements of their family, even if they know what these are,

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unless good food is accessible to them. The social service staff should know the eligibility requirements for various nutrition supplements. Food stamps are distributed through county welfare departments. The supplemental food program for pregnant women, infants, and young children up to age five is administered through county health departments, maternal and infant care projects, or neighborhood health centers. The school lunch program is administered by the Office of Education. The Special Food Service Program for Children is administered by the Food and Nutrition Service of the Department of Agriculture. It serves both preschool and school age children, providing up to three meals and snacks per day. Public and nonprofit service institutions, including day care centers, are eligible to apply.

In sum, early education depends to a large extent upon the general well being of the child, and poor nutrition gives rise to a series of problems which affect the child's capacity for learning and social development. Social workers cooperate with health and nutrition staff or consultants to identify children with nutritional deficiencies and families with poor nutritional practices, and to negotiate corrective measures.

Social Work and Health Services

Poor families are notoriously ill served for health care. Not only is the variety of health services limited but the delivery system is so inefficient in terms of time, distance, and expense, and often so demeaning, as to make services virtually inaccessible. Unfamiliarity with available community resources is another barrier to obtaining service. The infant mortality rate in the United States continues to be inflated by an inexcusable number of deaths in inner city and rural areas. Moreover, low birth weight among those babies who survive suggests an increased vulnerability to future assaults of hunger, disease, bad housing, and other conditions associated with poverty. Children who do not actually die from accidents or disease are likely to suffer the longer range effects of untreated illnesses.

Health care must be a major part of comprehensive services to low-income children and their families, but the dimensions of such concern must be considered. Health services should have a significant impact on the functioning of the child and there must be some extension of service that will prevent, cure, or ameliorate any problematic condition. To begin with, the definition of a health problem is no easy task. For example, it is generally believed that abnormalities of the central nervous system which are related to events during pregnancy, childbirth, and early infancy are a major cause of learning disabilities which later show up in school-age

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children. But we cannot accurately predict which groups of infants will later show behavioral disabilities. Enlarged tonsils and the majority of umbilical hernias are no longer considered to be health problems. On the other hand, we can reasonably predict that 10% of preschool children will fail a vision screening test and 1% to 3% will require glasses; 70% to 80% of the children who do not have fluoridated drinking water will have dental decay, while only 30% to 40% of those who have fluoridated water will require treatment for dental cavities. The Head Start experience with screening and physical examinations has shown that about 80% of the problems identified are newly discovered, but that approximately 25% do not require further care. About 40% of the children with chronic handicapping conditions are not receiving adequate care, or any care at all.

Once the functionally important health problems have been defined, there are several techniques for identifying which problems exist in which children: medical evaluation by a physician, screening tests performed by paramedical personnel, interviews or parent questionnaires, and structured observations of the children. Community health aides can be taught to identify tuberculosis, anemia, urinary tract infections, visual defects, hearing loss, and speech problems. They can also administer the Denver Developmental Scale or a similar test of developmental maturity.* Social workers who observe children in interaction with their peers are in a good position to identify which youngsters deviate significantly in appearance or behavior from their classmates. Also, parents can reliably identify a high percentage of children with moderate or severe functional handicaps.

Once health problems have been identified decisions concerning effective treatment must be made, based on judgments of the relative risk of each possible treatment compared to no treatment. There seems to be an ever-present humanistic urge to "do something to help," even when we do not know the actual value of the treatment.

Health services for young children include the following:

1. Medical examination, including medical history and developmental assessment.
2. Screening tests for vision, hearing, speech, tuberculosis, parasites.
3. Laboratory tests: urine testing for albumin and sugar; blood testing for anemia.
4. Dental assessment: topical fluoride; cleaning;

* The School of Medicine at the University of Colorado has packaged self-instructional kits for teaching physical screening to paraprofessionals.

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spacers for missing teeth; treatment of dental cavities.

5. Preventive services including immunization for DTP, polio, and smallpox. (Some physicians recommend measles vaccine as well.)
6. Health education including discussions with parents.
7. Treatment for identified problems and appropriate follow-up services.

Social workers help parents get medical and dental examinations and recommended treatment for their children by arranging for transportation, for supervision of other children left at home, and for financial assistance when needed. Responsibility for the health care of their children should remain with the parents. Some parents may need help with the procedure of arranging appointments and some may have fears about having their children examined; others may be so nervous in the presence of a physician that they do not remember how to carry out particular treatment instructions. Most often, however, parents need only an assurance that the center or school will pay the bills for medical and dental expenses; beyond this they can manage on their own.

Comprehensive health care, including hospitalization, can be provided for about $300.00 per child per year. Contracting with a physician on a per capita basis for comprehensive care of one hundred children at three hundred dollars per child per year would provide an incentive for more efficient organization of health care--through employment of para-medical staff and the reduction of unnecessary drug use, for example. The Parent Advisory Committee might want to look into this possibility.

It is also worthwhile to investigate various health insurance plans, including pre-payment plans, some of which are based on the Kaiser-Permanente model, as a means of financing the program's health component. Medicaid funds for low income children are available for certain medical services through the county welfare department. The county health department may have child health clinics for screening and immunizations. Civic organizations are usually willing to supply prosthetics such as eye glasses and hearing aids. The State Bureau for Handicapped Children, Commission for the Blind, and Division of Mental Retardation are other sources of assistance.

Other members of a family can be referred to a maternal and child health clinic, a family planning clinic, a cancer screening clinic, a children's and youth health project, or a neighborhood health center. Public Health, Head Start, Follow Through, and Visiting Nurse programs all serve the families of young children, and

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therefore some plan for coordination of information and health services with the center or school is needed. It may be possible to agree upon a common questionnaire for gathering information and on a centralized place to keep the health records. These records should be available to any staff from any agency who works with a particular child, as well as to nurses and social workers who work with other family members. One nurse should be given primary responsibility for a particular family in those instances where more than one health service is involved. Arrangements for inter-agency cooperation can be planned and implemented through a series of joint conferences with health and welfare staff from participating agencies.

Typically, the health component of a day care or early childhood education program will be staffed by a nurse and an aide for every group of 100 children. A physician-consultant should be available on a part-time basis to assume medical responsibility for the children in the program. The important educational aspects of a health program for children and parents can be shared by social service and nursing staff. Health experts such as public health nurses, sanitarians, pharmacists, nutritionists, dentists, dental hygenists, and physicians are usually willing to speak at parent education meetings.

Information for Social Workers About the Education Component

The educational component is based on the teaching-learning relationship between child and adult, or between child and child. It also includes the environmental design for learning such as room arrangement, equipment, staff/child ratio, teaching aids, and so forth. The choice of an educational model for any given program should be a decision shared between parents and professional staff. In order that social service staff can interpret to parents the basic differences among the most widely used early childhood curricula, we offer the following summary descriptions. It is desirable that all staff, and not just the instructional staff, understand the educational philosophy that motivates the teacher's behavior.

Theories which consider the environment as the most important factor in the teacher-child relationship serve as a basis for the subject-centered, didactic approach to teaching and are illustrated by the conditioning theories of learning. A basic principle of the conditioning theories is that practically all behavior is learned. This learning takes place in small segments rather than in large chunks. In this view, in order to understand a child's development one needs to show how his natural environment establishes a set of experiences and rewards that teach him to respond in a socially

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acceptable manner. Children learn adult values and appropriate patterns of behavior through responses to their behavior which reinforce, ignore, or punish. Small segments of learning can be planned and directed by the judicious use of these three kinds of responses. A direct instructional method which has predictable outcomes is used. Teachers are concerned with skill training for the learning tools used in the academic classroom, such as reading, arithmetic, and the structural aspects of formal language. They also emphasize the acceleration of intellectual development for socially disadvantaged children, and expect that a child's confidence in his learning ability will be reinforced through this experience of skill mastery. Interaction is teacher-initiated, performance goals are specified, and the level of instruction is pitched to the ability of the lowest achieving child. No one gets left behind.

The Bereiter-Engelmann-Becker approach is the most distinctive among those that define an active role for the teacher and a relatively passive role for the student. This model makes systematic use of behavioral principles and focuses strongly on academic objectives. Reading, arithmetic, language, art and music curricula are now available; science and social studies materials are being developed. Children spend one to two hours a day on academic skills and the remainder of the day is devoted to music, art, and other less structured learning activities. Key elements are reinforcement of desired behaviors and group instruction. Teachers use games, praise, food, and other reinforcers. They ignore temper tantrums, since attention is a reinforcer which leads to repeated tantrums; instead, they pay attention to each small success. The language program is less concerned with those aspects of language that serve expressive or social purposes than with language as a tool essential to conceptual understanding, logical thinking, and problem solving.

Social learning theory is also the basis for an approach emphasizing appropriate social role behavior in interaction with teachers and peers. It is based on observations that social amenities - such as sitting still, waiting to be recognized instead of interrupting, and standing quietly in line - are rewarded in elementary school; children who acquire these social skills will be well liked and perceived by teachers as good students. For younger children, attention is given to behavioral training in self-help skills such as self-feeding, toileting, and dressing.

A second theoretical orientation, which considers the learner as the most active element in the teaching-learning process and which derives from psychoanalytical learning theory, is concerned with personality development as a goal of education. Focus is on the affective

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or emotional domain and the assumption made is that, since intellectual development is never independent of a child's emotional involvement with his world, only a secure child will make use of his environment to maximize his potential. Intellectual effectiveness is viewed as strongly dependent on personality integration, and it is important to resolve emotional conflicts and to nurture healthy psychosocial maturation. Interaction is child-initiated, guided by maturational readiness, and goals are oriented more toward procedures than toward results.

Bank Street College sponsors a model which has equally active roles for learner and teacher, and which emphasizes personality development. The ultimate objective of this approach is to enable each child in his initial years of schooling to build a positive image of himself as a learner. Learning and development are seen as intertwined, for if learning is to be more than superficial it must be pursued by the child on his own behalf. Children, especially those with chaotic histories, need to develop trust in the predictability of the school environment and to learn the effects of their own actions within it before they will persist at their work. The learning of specific skills, it is believed, cannot take place independently of healthy emotional development. Each child aims toward learning how to affect his own environment (coping), to sharpen his perceptions and extend his world, to formulate ideas and express his opinions, and to acquire basic motor and sensory skills. Those programs called "open classroom," "the discovery method," or "the (English) infant school model" share this philosophy.

In the Responsive Environment model, children are encouraged to take the initiative, make choices, work independently, set goals for themselves, and carry projects through to completion. Instead of group instruction, there is a careful balance between structured and unstructured work. The environment, programmed with carefully selected materials placed in "self-service" work areas, encourages a child to learn from his own experience. Materials are selected to promote the development of cognitive skills such as measuring and classifying. Since the program is highly individualized and encourages each child to plan and initiate his own activities, the teacher's role differs substantially from that of the teacher-as-initiator style. Careful observation of the child helps the teacher select and organize appropriate materials and activities as she responds to his initiative.

The Educational Development Corporation combines the learner-initiated approach with what they term the "advisory" concept, a method of facilitating growth and change in teachers. The open classroom is an environment responsive to the needs and interests of children, and generous amounts of consultation are provided for

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teachers. Their advisory service is based on the premise that most teachers need continuing help to support professional growth and change from traditional styles of interaction.

The third approach, in which initiative for interaction is shared between teacher and learner (and which views other children as well as adults as sources of teacher-learner interaction), is focused on the cognitive domain - on those processes that underlie the acquisition of specific learning skills. The goal is to maximize (rather than accelerate) intellectual growth through guiding the child in the best use of his physical and social universe to obtain nourishment for his cognitive development.

In the cognitively oriented curriculum developed by David Wiekart, five cognitive skills--classification, number, causality, time, and space--are presented as a carefully sequenced set of goals that enable a teacher to focus on the development of specific kinds of thought processes essential to all mental growth. Of course, all programs are cognitively oriented in that they all aim to nurture the intellectual development of the learner. An interesting aspect of this model is the use of parents as home tutors to bridge the gap between learning acquired in the home and learning acquired in nursery or primary school. The key person in this process is the home visitor. The child and mother are learners as well as the tutor, who determines how the family can best be utilized as an extension of the school.

A variation of the tutoring theme is the interdependent learner model. Learning occurs principally in structured small-group activities where pupils, in depending on each other, are less and less dependent on the teacher. As children assume control over the learning process, they become actively involved in figuring things out on their own, in reaching early mastery of skills, and in monitoring their own learning behavior. The game-like nature of the structured learning situations adds greatly to the children's sense of challenge and involvement. Not only are they challenged to master the subject matter themselves, they can help other children in learning the same material. In order to direct others, children must master the language of explanation. The sense of importance derived from leading or teaching others, and the verbal transactions between pupils which is intrinsic in this process, directly stimulate language acquisition. This model does not assign an active role to the child's mother.

The use of older students for individual instruction has been a successful variation of the independent learner model. The tutorial process has great potential but will have limited impact as long as it is only an appendage to the regular curriculum, used mainly for remedial work,

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rather than as a way to eliminate some of the conditions that necessitated remediation in the first place. The ultimate objective of this plan is the development of a "tutorial community" involving an entire elementary school, in which students at every grade level interact with other students as learners and as tutors and in which the traditional barriers between teacher and learner are broken down. Such an environment explicitly recognizes the extent to which students can teach themselves and each other.

Of course, none of these educational goals is mutually exclusive. A cognitively oriented preschool is also concerned about healthy emotional development. The token economy which rewards appropriate social behavior encourages the child to find intrinsic rewards in learning and in the acquisition of academic skills. The skill-training model emphasizes attention, effort and mastery, but not competition, so that broad goals such as attaining a given level of reading skill and cooperative child-group relations can be listed under the general category of "competence."

The essential question regarding differences in curriculum styles has been posed by Herbert Zimiles*:

> Should the objectives be defined in terms of observable behavioral accomplishments and do we gear our educational strategy and operation to bring about these specific outcomes, or do we define objectives in terms of broad psychological constructs that refer to the underlying processes which mediate development?

Given such an array of choices, it is reassuring to know that the small amount of available comparative research on curriculum models suggests that the specific philosophy of early education may be less important than the fact that the teacher has a clearly defined and firmly held philosophy.

Staff Development

Staff development** acquaints workers with the interrelationships among their own roles and the roles of others, and demonstrates ways to increase competence. There are times when an experienced outside group is

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* Herbert Zimiles, "Research in Early Child Development-What Are We Learning from Different Research Strategies," paper given to the National Assoc. for the Education of Young Children, November 4, 1971.

** Although staff development is referred to as in-service training when it is part of an ongoing program, the term will be used for both orientation and continuing education activities.

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called upon to train workers in a specific program. However, with only minimal assistance from outside consultants, many programs can take charge of their own staff development activities. The do-it-yourself method has been known to work well in spite of the fact that those "developing" and those being "developed" are some of the same people. Consultation from knowledgeable sources can aid these efforts.

The success of staff development depends upon careful planning and evaluation. Planning should begin with a statement of measurable goals or anticipated outcomes. Evaluation attempts to determine how well these goals have been realized.

Continuing guidance is needed in skill development, parent involvement, the integration of supportive services, curriculum planning, community relationships, and program evaluation. Administrative and supervisory staff as well as direct service givers (social workers, nurses, teachers, cooks, custodians, volunteers) should be involved so that common philosophies and goals can be developed.

Programs for young children require a high degree of personal investment and individual initiative, and the interplay between knowledge and practice is vital. Staff development sessions should therefore give equal weight to the theoretical bases for practice and to workshop experience. Training should provide every employee with opportunities to try out new procedures and to evaluate his or her effectiveness. Individual differences are recognized and valued; each person must feel known and supported.

As the center is designed to reach into the very fabric of family life, it must communicate positively with those it seeks to serve. Every staff member is the bearer of this communication. It is the burden of staff development to build for each individual both adequate skills for his particular job and a sense of conviction and commitment about the program as a whole. Before opening day new staff should have an orientation to the community which includes 1) an awareness of the history of the neighborhood, its problems and resources; 2) the language, customs, and life styles of the community; 3) some basic concepts of child development; and 4) an understanding of the children's special habits or preferences in the particular neighborhood.

There should be some opportunities for observation of children in actual situations and activities designed for the development of competencies appropriate to each staff position. Each staff person should understand the concerns of workers from other professions represented in the program. There should be a general orientation for everyone to the annual evaluation plan. The pre-service training should include also an

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orientation of parents and their children to the progr
Once the program has begun, there will be a need for
training on a continuing basis.

Staff development helps social workers to differen
tiate their roles from those of their colleagues. For
example, all workers need to know what the capabilities
the social worker are and his or her expected functions
A systematic process of communication will enable the
social worker to respond to a request effectively. If
teacher recognizes a family problem, there are several
ways of bringing it to the social worker's attention.
Such communication can range from a chance conversation
the corridor to a written memorandum which clearly stat
the problem, how it came to the teacher's attention, an
what helping activities have been tried. The informal
chat is valuable as a supplement, but is woefully inade
quate as a referral in itself.

The staff development process employs several type
of activity such as lectures, role playing, encounter
groups, simulation games, and practice demonstrations.

The Lecture Method

For many years the lecture method and other
varieties of didactic teaching-learning relationships
were the sole techniques used in staff development. Th
method brought an "expert" in a particular field togeth
with a group of people as an audience. In most instanc
the group's only opportunity for participation was in a
question-answer period, usually at the end of the lectu

Although some lectures are effective, such an in-
active role for the learner generally leads to very lit
behavioral change. This technique has been effective o
occasions when small group discussions followed the
lecture, with a participating role defined for the
teacher-consultant.

For the most part, however, the lecture method is
be used primarily to supplement other forms of teaching
and should not constitute the whole of the staff develo
ment program. It has been most effective when used as
an introduction to an on-going staff development or
training program.

Demonstration

In this activity the task is performed by a knowl-
edgeable person while others observe. It is effective
when staff members, as learners, are allowed to observe
actual teaching or interviewing. After a quiet observ-
ation period, the demonstrator and observers discuss an
interpret what took place.

This approach often works well because person-to-
person interaction forms the content for discussion.
Textbook situations are often artificial, especially wh

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they fail to consider ethnic and regional differences. In a demonstration, children and parents with whom the staff will actually be working are observed in real situations.

Demonstrations need not be limited to the center or school building. Sitting in on policy advisory group meetings or spending a day with the social worker or program director can prove equally useful in staff training. In such instances a follow-up session is necessary; participants learn by discussing their observations.

Group Discussion

This activity brings participants together in a small group where discussions can focus on inter-personal relationships rather than on intellectual content as in lectures or demonstration workshops. For example, a social worker, nurse, teacher, director, and parent can be asked to give their responses to a case study. Such a case history should be selected prior to the meeting with much thought given to what inter-personal relations will be discussed. When the staff is new and in need of some understanding of role relationships, the following example may prove useful for discussion:

PRIDEFUL PLAINFIELD

The integrated community of Plainfield was proud of its cooperation between its black and white residents, and most particularly of its day care center.

The residents of this community of 50,000 are mostly in the $10,000 to $15,000 income category, a level too high to qualify them for federally-assisted programs like Head Start. They do not, however, earn quite enough to send their preschool-age children to the nearby private school.

Two years ago they decided to develop a community supported school. Several committees were formed and work was being accomplished through an almost equal amount of support from white and nonwhite parents.

The school became a reality after fourteen months. Two equally qualified residents (one black and one white) were hired as co-directors. Each had a child in the program, which reduced their salaries by the amount of tuition, and lowered the budget for personnel to that extent. The two children, however, did not get along and were constantly fighting whenever they saw each other. They were the same age and were in the same room. Their room assignments were changed, but they fought during group play period in the yard, on the school grounds at dismissal, and whenever possible. At this point, the co-directors feel that the other's child is at fault because they are both able to point out instances where the other person's child caused an "incident." The

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co-directors are now not speaking to each other. However, they transmit messages to each other through school personnel who are trying to be understanding and helpful.

The staff has begun to take sides. Those who take the side of the white co-director are labeled "racists" while those on the other side are called "black militants."

Things got out of hand so quickly that rational forces were unable to remedy the situation before it reached its present state.

What would you do if you were:

1. president of the Parents Association;
2. a member of the local NAACP assigned to help;
3. a teacher in the school;
4. a social worker;
5. a nurse;
6. the local principal called in to help;
7. a consultant from a nearby college called in to help?

The brief example of Prideful Plainfield is used as a staging point for group involvement. A professional social worker can point up relationships between material being discussed and information useful to the staff.

It may prove helpful to use Prideful Plainfield as a guide in writing up an example of direct relevance to a specific situation in the reader's on-going program. In other words, this technique can be used in discussing problems already identified or widely anticipated in the program.

Use of Mass Media, Audio and Video Tapes

Newspapers and magazines are helpful for developing materials for discussion groups. Participants can role play (enact roles they have observed but never performed) or reality play (be themselves). Time is allowed for a feedback or playback session following role playing. Feedback is group discussion which allows expression of individual feelings regarding a preceeding activity. This requires a certain amount of accurate recall, and therefore such sessions are most effective if they immediately follow the role playing.

Audio playback using a tape recorder or video playback from television tape has obvious advantages over recall. Video tape equipment is relatively expensive, but it is gradually coming into the budgetary range of many programs. When this equipment is used to replay a staff development session, the problem of participants' recall is virtually eliminated. Tape can be erased and used again immediately, or it can be stored for future training sessions.

The training possibilities for video tape are

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numerous, and staff are continually discovering new uses. Family interviews or problem-solving sessions can be played back repeatedly, providing new perspectives on continually unfolding interactions, such as the child's response to mother or father or to another child, much of which normally goes unnoticed.

Whenever verbal feedback or taped playback is used there needs to be a discussion leader who keeps the discussion goal-oriented. Audio or video tapes of role playing confrontation scenes have novelty value which often is necessary to pique the initial interest of participants. Over time, this reward cannot and should not be expected to sustain interest. Techniques, equipment, and activities are subordinate to the ultimate objectives of developing interaction skills and increased understanding of human behavior.

Planning a Workshop

In planning for a staff development workshop, the following guidelines may be of assistance.

1) After program and activities have been discussed and final decisions made, someone should be assigned the task of writing up an agenda for the meeting. A copy should be provided for each participant, and extras made for those who may attend meetings unexpectedly.

2) A packet of materials should be prepared for each participant, including a name tag, an easy-to-read map of the immediate area showing eating places, the residential area from which clients will come, and related centers of interest. A listing of staff members, their addresses and job assignments, and a history or description of the program, including its basic philosophy, should also be provided.

3) Useful information regarding the services of local agencies (welfare, hospital, housing) in ready-prepared pamphlets can be included in the participant's package.

4) The schedule of activities should allow time for participants to chat informally between sessions. For example, if two morning sessions are scheduled they should not be planned for 10:00 to 11:00 and 11:00 to 12:00. There should be at least a half hour between sessions.

5) If the workshop is to cover several days and some participants are from out of town, information regarding theaters and other local entertainment should be made available.

6) If groupings are pre-arranged, thought should be given to heterogeneous groupings: pairing experienced workers with inexperienced ones, males with females, teachers with social workers, and so forth.

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Chapter III

Program Development: Contributions of Social Services

Young children bring with them to day centers or schools* many things that show but never tell, things that determine their responses to the new situation. Some are personal characteristics such as age, sex, or race. Others are personal values learned from their families, which give meaning to these inherited characteristics; social values that determine attitudes; motivations; and adaptive maneuvers. Children of poor families, for example, may learn behavior that has survival value at home and in the neighborhood, but which is not always adaptive for learning at school. Most children cling tenaciously to their family loyalties and values. If the school rejects some of these attitudes and behaviors, the child is in conflict, unprepared to meet the learning demands of his teachers.

For the staff there are several choices. They may reject the child's family as a deterrent to education and social mobility and insist that the child be as different from them as possible. In spite of recent innovative trends, the home-school interaction is still one of the most crucial and least developed areas of the school or child development center program. Expectations and concerns range from parent apathy in depressed rural areas to parent-community demands for complete control in demonstration districts of the cities. Whether the lack of interaction stems from withdrawal or attack, the effect upon the child is devastating; he is placed between two different and dissident worlds and expected to function competently in both. The child may join his parents in rejecting school and become a mental and emotional dropout; or he may accept the new world of school and reject his parents; or, confused and frustrated, he may reject himself.

An alternative approach for the school is to view families as educational and developmental resources and to seek to join with them in working toward mutual goals. Ways must be found to relieve stressors that distract some families from their parental responsibilities. The joint effort also implies a willingness to work for institutional change, reexamining norms for "appropriate"

* Our focus is broadly defined as early childhood programs, but for ease of writing the authors will use the terms, "center," "preschool," and "school."

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student behavior and developing more effective programs and methods. The authors are committed to strengthening involvement in such a partnership with center or school staff. Social services have an important part to play in this joint endeavor. In the following pages we offer suggestions and examples to social workers for promoting the success of this partnership.

Children and Their Families

Getting Started

Outsiders must learn to communicate in a meaningful way before family and neighborhood resources will be open to them. In order to communicate, we must first understand the way in which a person views the world, ourselves included. Because we all have some values in common, it is not always easy to accept values that differ from our own, and this increases difficulties in communication. For example, education can be "the road to better things for one's children and oneself," or "an obstacle course to be surmounted until the children can get jobs." Authority can be "security, to be taken for granted," or "something to be avoided." The street can be a "path for an auto," or a "meeting place, an escape from a crowded home."

Although understanding begins with the ability to make generalizations, it would be a mistake to approach people in any particular neighborhood as if they conformed to stereotypes. Such misplaced literalness will lead to confusion and perhaps even to unfortunate consequences. Which generalizations apply? The Appalachian hills and hollows, the Indian reservations, the urban ghetto, the migrant enclave, and the working class neighborhood, all show diverse ethnic patterns.

Early in the program the social service staff can begin work on a detailed description of the neighborhood and its ethnic culture. Reading studies already published on similar groups will provide guidelines for observations; stereotyping can then be avoided. Social service aides chosen from the neighborhood can be valuable sources of information. During group discussions, parents can be asked about judgments they have made in specified situations; their comments will provide a wealth of detail about their own environments.

By pooling information from many sources a social worker can obtain a complex description of the neighborhood. This information should be available to all staff as early as possible, perhaps even before the program begins. Good communication based on common understanding will help staff to work with greater sensitivity and effectiveness.

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Ways Parents Can Help

Families are the chief socializing agents for young children, but many are unaware that what they say and do has such tremendous impact on their children's behavior. Parent involvement does not simply entail loving one's children; it implies providing meaningful interaction to promote their healthy development. If parents engage in a discussion of child development some afternoon in a group meeting, there is the possibility that they will do something different the next evening at supper.

For example, they can help children learn how to carry on a conversation. Conversations among preschoolers often involve one-word exclamations--"Don't!" "Quit it!" "Come here!"--all one word sentences. Encouraging more complex language usage will help later on in learning the reading, writing, and listening skills that one needs for school. Ideally, all families should sit down to eat at least one meal a day together. It need not be an elaborate meal; it is the social and verbal intercourse that matters. It is hard to sit down together as a group and not talk. Eating together develops a sense of communion.

A mother who has four young children to care for is likely to use only simple conversation during most of the day. She may enjoy the opportunity for more adult conversation and sociability. When two such mothers pair off to look after their children together for a part of the day, such an opportunity is provided. One important by-product of a cooperative day care center is this type of communication among mothers. Parent education classes also help. If parents familiarize themselves with the day care center first, they can better explain matters later when they come with their children.

Lack of home practice in motor and language skills may contribute to the early failure of poor children in kindergarten or first grade. The large number of male drop-outs, beginning in the first grade for a variety of reasons like behavior problems or educational retardation, happen partly because the boys are not attuned to any kind of fine muscle control. It might be said that if a youngster has had only big toys to play with, he will have a hard time getting through the first grade successfully; if he cannot cut along a line with a pair of scissors, he will have a hard time in kindergarten. Playing at home with tinker toys (or their equivalent) helps to develop coordination for skills such as writing.

One way to help parents is to provide a library of toys and equipment for loan for home use. Volunteers who have given home demonstrations of parent-child play relationships have found that the parents were eager learners. Many had never understood the value of play

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for child development. Home visitors teach the family to play together, and then expand into neighborhood groups. Social services staff help groups of parents structure the neighborhood situation so that play builds on educational and developmental themes. It is good for children to see their neighborhood utilized collectively, with the help of the adult generation, to create a place in which they can pursue their own interests and from which they can get some sense of achievement and satisfaction.

A family "quiet time" is another activity that calls for a neighborhood plan. This is a fifteen- to twenty-minute daily period for reading or study in which all families on the block agree to participate. It is a commitment that indicates to the child support of learning by the whole group. During this study time parental attention rewards participation in a situation in which formal school language is used, usually by reading aloud. There are other repetitive, enjoyable, and rewarding out-of-school situations in which children learn how to learn.

Encourage fathers as well as mothers to read to children to demonstrate that reading and masculinity are compatible. Too frequently, young children receive encouragement to read only from mothers and women teachers, and this may have the effect of convincing boys that school-related activities are only female-related. For this reason, boys may reject school in their search for masculine identity. With the aid of a dictionary, parents need not be advanced readers themselves in order to read to young children. Even nonreading parents can motivate their children to learn to read; they can look at picture books or magazines with a child and tell a story by discussing the pictures.

Parents can also listen to their children read and take them to the library frequently. Since libraries may be unfamiliar to some parents, an aide may go along with parents who want to get acquainted with the library's facilities. Invite librarians to bring books to parent meetings and to neighborhood homes, and ask their advice on setting up a library in a day care center.

Parents should be aware that they show an interest in school or center activities in little things such as asking questions and giving praise and encouragement, and by letting the child know they communicate with his teachers. Parents can learn much from visits to the program about the skills being taught and the kinds of behaviors that are expected and encouraged. Aides and teachers can guide parents in making observations in the classroom or day nursery. Parents should be invited to visit even before the program begins, to become acquainted with the facilities and to meet the staff.

Booklets, pamphlets, and information sheets that are simply written can be handed out and reviewed at parent

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meetings. Such materials serve as reminders later. Parents who cannot read will benefit from the discussion without being embarrassed.

Low-income parents frequently do not respond readily to parent participation activities, although they may be interested in their children's success and wish the best for them. This reluctance frequently stems from a feeling of inadequacy about helping their children achieve in the outside world. There are several ways to involve such parents in the program. Social workers may make home visits, inviting each parent to a get-acquainted meeting. Follow-up calls by volunteers or parent aides will be helpful. Since friends and neighbors can also contribute to the success of the center or school program, invitations should not be restricted to families with children in the program.

Every effort should be made to help newcomers feel comfortable when they attend meetings. Parents will generally respond favorably to persons known to them. Staff and others who make personal contacts on behalf of the program should attend meetings, particularly the initial ones, to greet parents upon arrival, acquaint them with one another, serve refreshments, and chat after the meeting. Transportation and baby-sitting should be arranged to enable parents to participate in activities at the center or school. Initial parent meetings are designed to introduce the program. Parent advisory boards, parent education groups, and arrangements to employ parents as paraprofessional staff will have their beginnings in the first few orientation meetings. The orientation benefits staff as well as families; it is a time to exchange ideas and information, to establish a relationship of mutual trust, and to begin discussion of common purposes and goals.

Parents can work as teacher aides, health aides, library aides, family aides, bus drivers, cooks, and clerical help. On an intermittent basis, they can help make teaching or clerical materials (simple booklets, reading and number cards, record charts) and assist with field trips. The following additional examples come from the Head Start experience.

Babysitters

In College Station, Arkansas, several parents helped working mothers by arriving at their homes in the morning in time to bathe, dress, and take Head Start children to the Center. Parents can take turns "sitting" in order to enable other parents to participate in evening activities.

Interpreters

In a Mexican-American community, mothers acted as interpreters. Teachers and other children learned some Spanish vocabulary as a result of this new communication.

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Musical Activities

In California, a father helped one class with its rhythm band. He suggested taping the music, and playing it back on the borrowed tape recorder delighted the children. This activity led to recording the children's voices and songs.

Gardening

A grandfather in Virginia helped children plant flowers and vegetables. He talked with them about the changing seasons, cloud formations, and other weather conditions.

Storytelling and Folklore

In Fort Yukon, Alaska, grandparents came in to tell stories of Indian gods and folklore to the 30 Indian children enrolled in the Head Start center.

Clothing Exchange

Parents can establish clothing exchanges, to which staff and parents donate clothing for both adults and children.

School Bus Aides

For the first few days of a Head Start session, parents in one Virginia county took turns riding the buses to provide additional security for the children.

Librarians

In Indianapolis, parents are responsible for running a Head Start lending library of books, phonographs, and records to be circulated and enjoyed at the home.

Meal Helpers

A subcommittee of the Parents' Center Committee can assist the staff at meal times. On hand from one-half hour before to one-half hour after the meal, mothers can provide the extra help needed.

Dramatics and Costumes

Mother can collect clothing for costumes for dress-up time, and can provide materials and assistance for the making of paper-bag masks, etc.

Newsletter Editors

Mothers in an Ohio Center published a one-page biweekly newsletter. Items included schedules, sites, and arrangements for planned trips, birthdays of Head Starters, "Buy-of-the-Month," weekly menus, parents' meeting notices and agenda, and community events of interest to children and adults.

Crafts

In a community in North Carolina, several Head Start mothers showed a class how to make corn-husk dolls. Crafts may be familiar to the children, or may instruct them in the arts and crafts of other cultures.

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Equipment Managers

With two Girl Scouts as her assistants, a mother was responsible for distributing, collecting, and storing toys, paints, and equipment used by Head Starters. In Puerto Rico, fathers built the furniture used in several centers.

Photographers and Projectionists

Two mothers were responsible for taking snapshots of each child in a Head Start group. A center album was arranged on a low bulletin board. Examined and enjoyed constantly for many weeks, the photos went home with each child at the session's end.

Interviewers; Neighborhood Surveys

In Hendersonville, North Carolina, parents helped the County Extension Service with a nutritional survey of Head Start children. Information was gathered on the eating patterns of 34 Head Start families.

Health Aides

In a western community, the local Nursing Association chapter trained mothers to serve as Health Aides. As a result of the experiences, some mothers found employment as visiting homemakers.

Facility Renovators

The parents' committee of a southern Center completed a clean-up, fix-up project two days before the Center doors opened to the first Head Start class.

These activities bring together parents and staff as partners, not as competitors or strangers, to encourage development and to improve the child's daily living. Neither can do this job alone or in opposition to the other. The involvement of parents can be the beginning of their ever-widening participation in community life. Well-directed parent participation can help determine the climate of a neighborhood, and neighborhoods as well as classrooms are important learning environments.

The Neighborhood

We have emphasized that people other than parents are or can be important for learning in the social environment of the child. Social workers identify these alternative sources of help and build them into the program. For example, tutorial help and guided play which involve high school students once or twice a week in extensive conversation with younger children have been successful. The teenagers devote a great deal of attention to the children without being parental authorities who are sometimes distant and impatient. With limited but specific objectives, other people in the community can be helpful. Policemen, for example, can be encouraged to have real conversations with children instead

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of speaking in one-word sentences or commands.

All social environments are learning environments; as environments differ, so do the types of knowledge that children acquire over time. Social workers can extend the learning process beyond the school and into the neighborhood. They can make use of parents, siblings, and neighbors to build up a genuine extension education within the community.

In urban areas it is useful at times to think of families as clusters rather than as individual units, when considering them as educational resources. Neighborhood organizing makes it possible to distribute the burden. Older retired adults who like to read and who have time and living space for reading can contribute their help, particularly with younger children.

In one inner-city neighborhood, six women organized 20 homes with living rooms for after-school study. College and high school volunteers came in to supervise, give help, and answer questions. The residents provided milk and cookies. Some neighborhood men came in to read or play quiet games. People of all ages can contribute to this type of community activity.

Efforts to provide school-oriented language models for minority children should encourage children to be bilingual, rather than trying to replace the language of the home with that of the school. This will work only if the school makes the neighborhood dialect a recognized and available language option. Parent groups can aid in educating teachers in the neighborhood dialect. Parents, teachers and bilingual neighbors can be brought together in conversation groups to facilitate this effort. If possible, children should be present when parents are teaching staff about communication patterns in their neighborhood.

The staff social worker can also help establish community learning stations where children have an opportunity to experience real objects (e.g., street maintenance equipment) as a preliminary approach to conceptual learning. Advance planning with teachers will insure that these experiences will not be for "show and tell" and then forgotten, but will be continuously linked to experiences in the classroom. Children will learn to integrate their in-school and out-of-school learning into a continuous fabric.

For children in inner city neighborhoods, after-school play is essentially fragmentary in organization and oriented toward the youngest child participant. The youngsters will usually include others willingly. The organization of a neighborhood play club, in which leadership rotates among the parents, can provide a developmental after-school experience. Parents thus learn to appreciate the role of teacher-leader, and to take responsibility for organizing children's learning experiences.

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The social worker should be direct in helping parents plan and organize their programs. Staff members know what the possibilities are, and the "What would you like to do today?" approach is not likely to elicit any answers. Professionals are responsible for providing appropriate information; parents need to have alternatives and possibilities clarified for them, in order to choose a course of action. Generally, structure should be provided only as a guide, allowing parents to expand upon it and develop it themselves.

Programs for using neighborhood resources too often tend to be "tacked on" to a lesson plan, rather than being integral parts of the children's learning experience. Field trips and guest speakers may be viewed as diversions and treats, or as distractions and burdens; in either case they are usually undertaken in an occasional, ad hoc manner which indicates their actual status as minor and peripheral activities. Consultation and help should be available from social service staff, teachers, and other resource people. This is not an effort to structure the entire life of the child or to eliminate individualized activity; it is an effort to enrich both the home and neighborhood environments by providing more than fragmented, poorly equipped and facilitated, "lowest common denominator" activities. This is not a substitute for extracurricular use of the school by older children; but it recognizes that the "community school," highly desirable though it is, cannot be equated with a well-developed and integrated home and neighborhood community. All adults should feel free to provide some kinds of guidance for other children as well as their own, to extend the parent role beyond their own "territory."

The Community

All too little attention has been paid to the ecology of child development in our society, especially in urban areas where a variety of institutions can contribute to the learning experience. Even very young children can get a sense of the relationship between their lives and neighborhoods and the larger society if this is given proper emphasis and if intermediate links are made visible. For example, trips to factories where inner-city parents are employed should emphasize the process of getting to the factory (on a public bus), checking in, using locker facilities, and finding one's way to the actual place of work, rather than on touring the factory. The policeman's activities can be similarly illustrated--whether he makes his rounds by foot or car and where he may go "on duty," including police stations, call boxes, courtrooms, law offices, and jails. Medical clinics, hospitals, and public and private welfare agencies also can be visited in this way. Teachers should use these experiences in the classroom to provide instruction

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relevant to the real world of the children and their families. The school world and the work-a-day world wou thus be integrated into a total learning milieu.

With groups in larger cities coordination is crucia to insure that community resources are shared fairly and efficiently. Coordinating bodies can represent the pare to the school system at a level beyond the classroom or the individual child center.

In rural and small-town areas families tend to be scattered, especially outside towns and hamlets, but the display fewer cultural differences than families in urba areas. Thus, integrating community institutions with family and neighborhood life must minimize barriers to learning produced by rural isolation.

As in the city, children in a rural area will spend the largest part of their time in the home and neighborhood. But these environments may be extremely heterogeneous blocks of households in small towns, heavily settled "hollows" in Appalachia, widely separated and scattered cabins in the "backwoods" areas of Michigan's upper peninsula, Indian reservations, tenant farmer settlements in predominantly black areas of the deep south, and Mexican-American villages in the southwest. It is clear that planning in rural as well as urban area must reflect understanding and respect for regional, ethnic, and rural-urban value differences. Group excursions pose a much greater problem, of course. Howeve the school bus can be used on a regular basis, as often as once a week, to include in the daily route a meaningf excursion or field experience.

We have discussed above some of the ways in which social workers can involve parents and neighborhood adul in creating an educational process that is relevant to the everyday and future lives of children. There is an urgent need to develop an education system, be it school or preschool, that will strengthen family life and furth the family's own developmental goals.

The staff's job is to educate; the child's job is to learn, and the parents' role is to support this learn ing. They need each other and must help one another, bu obstacles may arise. Instead of mutual aid and trust there may be mutual cynicism, suspicion, hopelessness, a antagonism. As agents of change, social workers act as advocates, facilitators, and mediators. When a child is unable to learn in the classroom, the school will seek information about his family and neighborhood life; it must also be determined what in the classroom prevents t child from using his home as a learning environment. Parent involvement together with professional leadership can promote institutional change. Maximum feasible part cipation of the client is a means, not a goal, of a soci service program.

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Parent organizations in elementary schools can effect modification of practices related to grading homework assignments, the language and legibility of notices and forms, and so forth. Homework should be relevant to the life of the child and commensurate with his abilities. Instead of assigning reading homework, which parents can get involved with, it sometimes happens that a teacher assigns some "new" math, with instructions not to help! Report cards with checks in boxes or lists of alphabetical letters could better be replaced by written reports containing diagnostic information and offering suggestions for parental assistance.

Parent Advisory Boards

Activities that involve parents in the decision-making process develop leadership skills, techniques, and strategies and give the participants experience with social power. Rather than provide opportunities for individual families, we should enable them as a group to secure opportunities for themselves. Parents learn this through participation on advisory councils, on committees for classroom special events, in specific interest groups, and in organized block clubs.

When parents are an integral part of the program, and not merely an auxiliary group with a peripheral role, organizing their participation will begin in the early planning stages. Their organization, like the classroom or nursery, should be functioning on the first day of the program. This means an intensive effort, beginning early and continuing through the project year for as long as is necessary to develop a strong and essentially self-sustaining policy board. If budget allows, a professional consultant who has demonstrated success in developing active organizations in similar neighborhoods can be very useful. Invite to meetings people who already are active in churches, neighborhood improvement clubs, civil rights groups, and so forth to discuss organization structure, leadership needs, and staffing. It is a good idea to include experienced leaders from other early education or child development programs, and organizational leaders and activists who will not actually be members of the parent group. Their experience will be valuable, and they may help with future projects.

Since parent meetings should commence at least two weeks prior to the opening of a new program year, these meetings will provide information related to other aspects of the program. It is important, however, to avoid making information transmission the sole purpose of the meetings. Emphasis should be placed on encouraging parent reactions, criticisms, and suggestions; the development of participational skills is one of the major objectives of the first several months of parent involvement. Special

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efforts should be made to develop leadership skills in persons not already active in other organizations and associations. It is likely that leadership will not be discovered, but will emerge depending on the task at hand.

The initial meetings of an interim advisory committee will determine procedures for the election of a representative group of parents. These parents will constitute the permanent advisory committee, and will establish the minimal rules of organization, such as terms of office and length of rotating memberships. A discussion of the responsibilities and activities of the advisory board takes place during their initial meeting. There should always be a core group of experienced members on the advisory committee.

Once the advisory board is well established and has had time to observe the center or project in action, there are subcommittees that may be useful in larger programs. For example:

1) A staff-community relations committee to supplement home visits (or anticipate them). Emphasis is placed on acquainting the project staff with the life of the neighborhood, rather than on dealing with individual child performance and problems.

2) An organizational liaison committee to maintain communication and cooperation with other parent groups, such as kindergarten mothers' clubs, Head Start, Follow Through, Title I ESSEA, or Parent-Child Centers.

3) A community resources committee which would determine ways in which people and agencies throughout the community could contribute to the child center or school.

4) An evaluation committee which would participate in planning program evaluation in general and parent-community participation aspects in particular. It could also be a "grievance committee" to relay suggestions continuously into the program. Persons with complaints could present them in a group context rather than appealing singly to the administration.*

For the first few months, parents who plan to contact community personnel, school personnel, or other organizations may wish to "role play" or rehearse the scene in advance and discuss what happens afterwards. Role play

* This suggestion does not minimize the responsibility of social service and teaching staff for creating an atmosphere conducive to dialogue and questioning about the program.

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has been used very effectively to offer comments and suggest improvements. Members should be encouraged to help each other develop greater competence, so that staff persons will not always assume the teacher role.

It is a good idea for parent organizations to have neighborhood committees, in addition to functional committees such as those suggested above. Aides who work in the program but who live in the neighborhood can help create and maintain neighborhood groups. Through such contacts in the neighborhood the aide or assistant can be especially effective. Too often aides are relegated to routine or minor chores.

When evaluating parents' commitment, enthusiasm and involvement, remember the old organizers' proverb: "If you call a meeting and people don't come, don't ask what's wrong with the people." Meeting schedules should depend on the convenience of the parents, not of the staff. Evenings and Saturdays may be the best time for working parents.

Sheer participation is one simple index for determining commitment and enthusiasm. The mood of the participants is also indicative. Do people tend to be docile and information-receiving, or do they participate actively, asking questions and giving illustrations? Another good indicator is the extent to which participants will criticize the program in "inside" conversations but will defend it to outsiders. How would they respond, for instance, if a neighborhood aide reported a forthcoming newspaper criticism of the program? Would they concur or would they protest?

Parent Education

Parent involvement for the enrichment of educational experience will also benefit the parents themselves. Through routine contacts with school staff, information gained at parent meetings, and by participating in field trips parents learn about teaching skills and techniques and learn to judge the quality of classroom education. Educational films viewed with and without the sound track, followed by discussion, and guided observations in the center or classroom, sharpen perceptions of staff-child interactions.

As parents gain understanding about the educational and developmental needs of their children they will also gain insight about their own needs, and may want a program for self-improvement. Such a program could include basic education, such as a high school equivalency program, or occupational training, such as courses for teacher aides, nurse aides or community aides.

When suggestions for further adult service are offered by families in the program, they should be evaluated by the staff for relevance to the development of the child or to the enrichment of the home or

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neighborhood environment. When a request seems to be of little direct relevance, the social service staff should locate the agency (e.g., vocational-adult education, union sponsored adult education, YMCA, church group, CAP, or other) to provide this service.

In contrast to the wide range of educational programs for adults which focus on literacy, vocational skills or academic achievement, there are parent education activities which focus primarily on family relations, child care, consumer education, household maintenance, health, meal planning, nutrition, and other tasks related to family living. This kind of education is given by a variety of professionals who can influence the physical, emotional, social, and economic life of the family. The staff social worker and community aides assume major responsibility for the recruitment of family members, for organizational aspects of the program, and for involving various experts or resource persons in parent group activities. The staff social worker can also contribute information related to professional social work interests, such as techniques for the management of problem behavior. Teachers, home economists, adult educators, family life education specialists, psychologists, physicians--a variety of professionals--can be involved at various times in a parent education program. But "experts" must be able to translate intellectual material into practical, experiential terms, and they must have some knowledge of group concerns.

One parent education meeting does not effect change in living patterns or attitudes. Ideally, the parent program should involve an individual for two or three years, with open entrance and exit for membership. When parent groups combine forces, such as preschool (Head Start) parents and primary grade (Follow Through) parents, continuity can be maintained for a longer period of time, and this is likely to be more effective.

Many neighborhood people probably will not have had group experiences of this nature. With the possible exception of church groups, they are not joiners. Grade schools have convinced them that there is little in the home worth bringing into the school. By and large, the school says--especially to poor children--that it offers many things to benefit the children, their homes, and their families. But it tells them there is nothing to bring back to the school. Their ethnic culture is rejected; their oral tradition is incompatible with the school's written tradition, spoken in recitation. When the child's native language is rejected, then language learning in school becomes a self-derogatory activity which may interfere with the development of reading skills. For some programs, social service aides should be bilingual and bicultural, and there should be bilingual presentations at parents' meetings. Music in

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the ethnic style of the neighborhood could ease tension before large meetings.

Parents as Paraprofessionals

Social workers are involved in recruiting parents into the program, in orientation and in-service training and, in the case of social service aides, in task allocation and supervision. These responsibilities are extended if the center or school participates in a New Careers plan, which integrates work apprenticeship with academic courses. This training leads to high school equivalency, associate of arts, and higher degrees. The social service unit maintains an up-to-date listing of employment opportunities for aides in order to enable them to move laterally into other jobs in health, welfare, mental health or teaching, or upward into higher status jobs such as technicians. If the program is operating at maximum effectiveness, no aide will stay more than a year or two before moving into a higher level position.

The role specifications, rights, and duties of aides should be clearly defined to prevent under-utilization by unconvinced professionals, or over-utilization by administrators who may be harassed by manpower shortages. Training should involve their professional co-workers, and good training designs allow for open discussions of whatever difficulties each anticipates in working with the other.

The various responsibilities of a social worker who serves as coordinator for a training program include:

1) Advocate--to look after the interests of trainees and defend their point of view to agency directors, instructors and supervisors.

2) Liaison--to help in creating and maintaining a positive relationship between the trainees and the college, day care or school program.

3) Evaluator--to assist in identifying those elements which are indicative of success and to help define methods of qualitative and quantitative assessment.

4) Innovator--to help develop new ideas for improving the training program.

In summary, early childhood education programs can offer three kinds of resources for family development.

1) Opportunity for employment as paraprofessionals in education, health, nutrition, and social services or as clerical or maintenance workers.

2) Opportunity for adult education activities to increase parenting and homemaking or home-maintenance skills.

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3) Opportunity for developing citizenship skills through participation on policy advisory committees.

Involvement implies collaboration rather than the complete control of either side. Parents and staff each have something to contribute and something to learn from the other. It means negotiating on an equal basis, avoiding the hostility that results from an imbalance of strength. Each side must listen to the other, and take action on significant issues. Involved parents may set curriculum goals because they are truly concerned with and informed about their children's learning needs. Professionals who are knowledgeable about learning processes develop the educational strategies.

Parents and staff are mutually concerned about the learning process, knowing that children must fulfill themselves intellectually, emotionally, and socially. The development of interaction among parents, staff and children is vital; the impact of home-center or home-school relations upon the well-being of children must be recognized.

Many community residents are too busy parenting to be actively involved on policy boards or as classroom volunteers. In rural areas, evening meetings may mean a journey of several miles along isolated roads. In cities a mother may have to wait at an isolated bus stop or subway platform for transportation to a distant child care center. It is for these reasons, and many more valid ones, that we support community involvement for adults who have a stake in the neighborhood but who do not necessarily have children in the program. The program should be understandable and accessible to as large an audience as possible. Beyond the parents, the neighborhood and the wider community can be developed as learning resources, possibilities all too often overlooked by conventional approaches to early education. Ultimately, it is in the neighborhood and community that the success of a day care or school program must be tested against the rigors of real life consequences for the child.

Chapter IV

A Cross-National Comparison: The Swedish Experience*

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One could reasonably argue that small children are unimportant in the United States. Certainly any comparison of federal expenditures for children with expenditures for military, industrial, agricultural, or propaganda activities makes it clear that we are far more willing to underwrite private manufacturing companies than we are the health and welfare of our young. Only recently, for example, did it become possible for working mothers to treat child care expenditures as tax deductible. Business executives, in contrast, have always been able to deduct private jets, foreign travel, and virtually anything else that would benefit their business interests. We remain, in 1974, the only western nation that does not provide a national children's allowance.

What would it be like if we <u>really</u> cared, and translated that caring into public policy? Sweden is one of many countries who care and who have established national programs for child development. In this chapter, we provide a description of child care in Sweden, based upon research carried out in Sweden by one of the authors.**

Forsberg's Minnie Day Nursery

Forsberg's Minnie day nursery (daghem) is a beautiful place to live from seven in the morning until five in the afternoon. It is located in the midst of a new development of single and two-family homes about a mile from downtown Lund. The Center is in a one-story red brick building especially designed for this purpose, similar in style to the homes surrounding it. The buildings and furnishings, many toys, and all equipment were donated as a Forsberg family memorial; the Social Bureau of Lund provides the operating budget. Building specifications meet government requirements, and the program is directly supervised by a professional social worker in the Day Care Unit of the Social Bureau.

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* This chapter has been written from the perspective of the educator, in part to illustrate for the social work reader some aspects of that profession's practical concerns.

** Information presented in this chapter was gathered in Sweden in the summer of 1970, at the request of the U.S. Office of Child Development.

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The Social Bureau places children in the order in which their parents apply to the Day Care Unit. Priority, however, is given to working mothers, disabled mothers, students, and single-parent families. Children come from all parts of the city. There is easy access by public transportation, or bicycles which are equipped with baskets designed for carrying young children. Families in all income ranges are represented, but none is very rich or very poor. Priority given single-parent families results in a preponderance of low-income children. Sweden has a very small black population but, as far as possible, every center including the Minnie has a mix of racial and ethnic groups and attempts to maintain an even ratio of boys to girls.

The Center accommodates 48 children:

1. eight in the one-to-two year group;
2. ten in the two-to-three year group;
3. 12 to 15 in the three-to-five year group;
4. 18 to 20 in the five-to-seven year group.

These groups or "departments" are staffed by:

1. two nursery nurses for the eight babies;
2. one preschool teacher and one nurse for ten two-to-three year olds;
3. two preschool teachers for 12 to 15 three-to-five year olds;
4. two preschool teachers for 18 to 20 five-to seven year olds.

School starting age in Sweden is seven.

In addition to teachers and nurses, staff include the director or headmistress, two kitchen staff, and maintenance workers.

Children arrive from 6:30 a.m. but not later than 10:30 a.m. Breakfast is served between 7:00 a.m. and 8:00 a.m. It varies every day, but typically consists of cereal, yogurt, milk, bread and butter.

A free play period follows breakfast. For children three and older, the half-hour between 10:00 and 10:30 a.m. is for group activity, singing or playing games, led by the teacher. For children under three this group activity lasts for only five or ten minutes. Activities are "flexible, depending on the children's interest."

Lunch at 11:30 is unhurried, a time for learning as well as eating. Afterward the children clear and wipe off the table and rinse the dishes. Talking continues all the time, with warm encouragement by adults. Children are taught to manipulate utensils but are allowed to feed themselves as much or as little as they want, with no concern for the mess and without coercion.

Nap time is 12:30. All children must be in the sleep-room for about ten minutes at the beginning of nap time, but after that they may get up and play quietly if they are not sleepy. A quiet corner is provided for the

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older children during this time. Cots slide upended into wall closets, much as trays are stored in kitchen cupboards. They are easily folded up and put away after nap time. All children brush their teeth and are read a story before nap time. Stories may be accompanied by home-made picture books.

Activities begin again at about two o'clock. In good weather the children play outdoors. Each age group has its own fenced-in play yard with a sand box, and indoor-outdoor carpeting in a pleasing green color. There is a common garden for growing vegetables which the children plant, harvest, and eat. Except for the babies, each department also has its own kitchen and workshop, both scaled to the children's size. The children do a lot of cooking and baking, sometimes making their own lunches, using picture-book recipes. Boys cook as well as girls, and both also use the workshop. Great emphasis is placed on minimizing sex role differences.

Each age group has its own unit which consists of two playrooms, one of which includes a kitchen and a workshop, a lavatory scaled to size, storage space for materials and equipment, an office for staff, and an isolation room for sick children. The isolation room has pets in cages and is set up as a "tea corner." When not in use for a sick child, anyone can go in to watch the animals.

Each child has his own cup, comb, tooth brush, and towel in a separate open cupboard which is marked with a fruit sticker to identify it for him. Each baby has his towels, diapers, and changes of clothing in a separate closed cupboard to guard against infection. There are small toilets for the youngest children, and all toilets have grates over the open seats to reassure the toddlers and keep them from slipping in.

In addition to the age-graded departments, there is a central section of the building which houses the director's office, a reception room for visitors, staff kitchen and dining room, a lounge, and additional storage closets.

The possibilities for activity are varied. In addition to sand and water play, cooking, and "shop," there is finger-painting, clay modeling, dress-up and dramatics, and music with rhythm instruments. Black and white-skinned dolls of all sizes, doll clothes, furnished play-house corners, construction and stacking blocks in varying sizes, wheeled-toys to push, pull, or ride, and slides and climbing apparatus are used both indoors and outdoors. For the babies there are carriages and strollers, cribs to nap in, windows down to the floor to look out of, a milk kitchen and diaper-changing room. Children change into play clothes when they arrive, which can be washed and dried on the premises. Both indoors and outdoors there is space for running, rolling, crawling, hiding, climbing,

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playing in groups, and being alone. Everywhere there are interesting things to touch, hear, and see. The walls are decorated with many collages in bright and soft colors and lots of different textures. Interior walls are made of brick and a variety of woods; floors are vinyl tile. Every room has large windows for air and sunshine and a view. Walls are yellow, orange, blue or green, and decorated with cork, burlap, flannel, seeds, snap shots, and felt animals in all sorts of shapes, sizes, textures and colors. Mobiles are also made by the children.

Six hours a week are set aside for the staff to make instructional materials. On the day of the author's visit, nurses were making puzzles for the one-to-two year olds.

The children are at liberty to draw, paint, or work with clay or water. They use large newsprint a yard wide and five feet long and fist-sized crayons. They play barefooted; they ride tractors, wheel trucks, push a wooden train on a wooden track, sweep up the playhouse, and rearrange large size doll furniture in the doll corner. A two-year old boy comes riding by on a tractor--stops, gets off, and listens to the engine with a stethescope. A girl climbs up on a hobbyhorse. Three- and four-year-olds sit at a small table and paint egg cartons. Some sit on small rugs and play with farm animals; there are many stuffed animals, small and carryable, huge and dragable. Everything is washable and colorful. Flowers grow profusely indoors and outdoors and are cut for each small table.

The five- and six-year-olds move freely in and out of the fenced-in play yard, but are watched carefully. One swings from a climbing rope; two others are in the dress-up corner. Two boys and a girl are in the small "tea room" (isolation room) drinking water in small "tea" cups, watching and talking about the pets in four different cages. The 18 five- and six-year-olds have four large play rooms (instead of two) and two small play rooms.

Starting at 2:00 p.m. parents come to get their children, but most come around 5:00 p.m. A teacher stops to give a mother the "news of the day;" a toddler catches sight of her, runs to grab his pacifier from a hook labeled with an orange sticker, and rushes to greet her.

Forsberg's Minnie is typical of the day nurseries in Sweden. It serves as a model from which generalizations may be drawn. While observing the children and staff at Minnie in cheerful and energetic interaction, one looks to see whether the varied activities are randomly patterned or whether they are structured into a curriculum for preschool education. And then one wonders about the philosophy of child development that underlies this social exchange.

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Philosophy of Early Childhood Education

The three major frameworks of the Swedish philosophy of early childhood education are those of Arnold Gesell, Jean Piaget, and Erik H. Erikson. All three sources propound the concept of epigenesis - the proper rate and proper sequence for normal development. They use an instructional approach similar to that of the English infant schools, i.e., "the discovery method." Programs are designed to offer a physically and socially stimulating environment in which children may "discover" things about their world in a relaxed and informal way. Teachers offer guidance but do not impose structure; they teach children appropriate social behavior for small-group participation with other children and with adults from other families. The National Board of Education prescribes a rather vague goal for nursery school education: it should "complement and supplement homes to train to adjustment, cooperation, and solidarity with a bigger group than the family."

When asked to state their goals for preschool, education teachers list the following items.*

1. To learn to work in a group.
2. To act spontaneously; to overcome shyness and suppress nervous behaviors.
3. To learn good habits; to be tidy, punctual, polite.
4. To learn self-help skills, such as how to dress and undress.
5. To learn respect for rules and prohibitions.
6. To learn to sit still and listen and to develop concentration ability.
7. To develop manual dexterity, and skill in the use of tools.
8. To improve speaking ability; to overcome speech defects.
9. To stimulate curiosity and discovery; to stimulate aesthetic interests.
10. To learn motor control over one's body.
11. To develop good hygiene habits.
12. To learn something about nature and the social environment--the community.
13. To prepare for school.**

* This and following information presented in this section is based in part on two extensive studies of preschool teachers carried out in 1968-69 by K. Stukat at the Pedagogical Institute of the Univ. of Gothenberg and E.M. Kohler at the Univ. of Lund, and in part on J. Mueller's observations and discussions with teachers.

** Note that this goal is last on the list.

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These goals are stated in much more general terms than, for example, the program of instruction provided for Soviet preschool teachers, which states:

> ""Five-year-olds should be taught to hold scissors correctly, to cut evenly in broad and narrow strips. Six-year-olds can be taught to cut papers straight, in squares, triangles and later houses, boats and flags. Then they can cut circles in oval form, for example, the outline of a chicken or airplane."*

Swedish preschool teachers are not tied to such an exacting curriculum; at present, they are free to choose their own methods. Activities include painting, baking, gymnastics, story-telling, group singing, efforts to teach color and form discrimination, and instruction in traffic safety, which is given great emphasis in Sweden.

Staff must sometimes cope with a child who does not want to leave the father or mother when it is time to go to school. Without exception, they report that they let the parent stay for awhile. In the meantime, they talk with the child and try to distract him from his distress. They realize that gradual transitions lessen the shock of separation; dependency is not seen as an annoying characteristic.

Independence in routine self-help tasks increases with age in nursery school children; however, dependency in personal and emotional matters increases as well. Staff behavior is important in developing or modifying both types of behaviors. Center staff are ready to help a child with dressing or feeding only if he really needs help; they neither respond immediately nor disregard a request; and they readily gratify his need for affection and physical contact.

Aggressive behavior gives "the most trouble," perhaps because primary importance is given to the development of "good social adjustment." Of course, the occurrence or absence of conflict is not in itself a measure of the success of a nursery group; conflicts can be suppressed as well as resolved. Staff behavior can create, prevent, or inhibit conflict. In general, the more an adult intervenes in a group the fewer the overt conflicts, and complete lack of adult interference in children's play leads to more aggression in the long run.

When asked, "Was anything today worth a reprimand?" some of the answers given were:

> "A boy took matches to light a girl; I grabbed him and took the matches away."

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* H. Chauncy, Soviet Preschool Education, Vol. I, Program of Instruction, U.S.A. 1969.

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"Some boys dug up the asphalt; we repaired it together."

"A kid ran around while he was eating; I explained why he shouldn't."

"A boy hit an upper cut to a girl; I explained, 'We don't beat each other; we use words instead.'"

"The whole group took paints and scattered them around; I talked to the group."

"A child beat up on another kid; I took him away and sat him down."

"A child painted with another boy's paints; I took the paints away from him and got mad."

The staff try to change aggressive behavior; usually they attempt to reason with children to encourage substitution of desirable behavior for undesirable behavior. They do not suggest an alternative behavior and reinforce the preferred response. Teachers avoid trying to shape behaviors.

Swedish child centers segregate groups by age into separate rooms and play yards, but mixing occurs by special arrangements between teachers of the separate age groups.

Even when children of different ages are playing together, groups are kept small. Children become fatigued quickly in large groups; also, the larger the group the greater the teacher's tendency to carry out functions ritualistically and the less her tendency to individualize. Larger groups necessitate more formalized leadership and more regimented activities. The teacher's voice rises, she commands more, and fails to notice questions or ignores them. Either the teacher controls more and stimulates less, or else she gives up so that the group activity ends in chaos or conflict. The staff ratio of one to five in Swedish child care centers allows for small-group activities and much individual attention.

Integration with Comprehensive School

Preschool teachers want more opportunities for cooperation with primary schools, and more efforts to provide continuity of their programs with those the children will encounter in first grade. They would also prefer more closely connected preschool and public school facilities, and at the least arrangements for professional "visits" and observations between the two.

A research demonstration project is now in progress at the Pedagogical Institute in Malmö which is designed to integrate a group of six-year-olds and their preschool teachers into an ungraded setting with primary school children from seven to ten. This ungraded class situation will be completely new, since it is current practice in

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Sweden for the same teacher to stay with the same children through first, second and third grades. The experiment will emphasize team teaching, and the preschool teachers are a part of the teams. It is hoped that the teachers will socialize with one another, modifying attitudes and opinions and sharing information. Educators believe that preschools are too "unstructured" while the primary level is too rigid. In this experimen two-thirds of the content material for the six-year-olds is the same as that of other preschool children, but one-third of the time is allocated to teaching reading, writing, and arithmetic. Preschool teachers at present are not taught how to teach these skills, and it is hope that they will learn from observation of the primary teachers.

Staffing

Day nurseries are staffed by preschool teachers, children's nurses, and students-in-training. There are two teachers for each age group, except for the youngest who are cared for by nurses, with a ratio of one nurse to every four babies. If preschool teachers are not available, qualified children's nurses may be used with older children also. Students-in-training cannot be counted as staff for purposes of meeting the Board's requirements. Preschools with only half-day sessions have one preschool teacher in charge of each group and one or more nurses working under her supervision. There must be one trained staff person for every five children over two years of age. In addition, each center has a director, kitchen workers, and cleaning and maintenance help. Samaritans or mothers' helpers take care of sick children who must stay at home. There is one adult for each group of fifteen children in leisure-time or extended-day schools.

Administration

Parents pay fees to the local authority based on a sliding schedule adjusted to family income, family size, and number of children in day care. But in no instance is the cost more than four dollars (U.S.) per day for day nurseries, and it is considerably less for low-incom families. Leisure centers for after-school care charge from $2.00 to $6.00 per month. Staff and social workers who place the children complain that this limit on fees is too low. Even though the program is not means-tested the fact that day care is almost universally desired yet limited in supply leads to admission on the basis of social need; this results in over-representation of low-income families.

Staff turnover is slow with the exception of worker who are serving an apprenticeship to qualify for acceptance into the training colleges. All women employees

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in Sweden are entitled to six months maternity leave, and need not terminate employment if they are having a baby. Morale is high and the work is considered satisfying rather than arduous. The staff are young, mostly in their early twenties. They are female, primarily because salaries are too low to attract men. One center in Malmö welcomes conscientious objectors who work there in lieu of military service. The desirability of having male staff is generally recognized, and the colleges for preschool teachers are making vigorous efforts to recruit male students. The National Board is also considering a raise in salary scale for preschool teachers to make the work more attractive to men.

Teachers for day nurseries and nursery schools must have completed three years of training at a state training college for preschool teachers. Applicants for admission to the colleges must be nineteen years old, have completed the nine-year comprehensive school or its equivalent, have had sixteen weeks practical child-care experience, and an additional sixteen weeks work under the supervision of a qualified nursery school teacher.

The requirements for admission to training for nursery school aides are nine years of comprehensive education and three months practical child-care experience. Applicants for training must be at least eighteen years old and give evidence of good health. Training is provided for a period of five to nine months and is given by experienced preschool teachers in special schools. Other day care staff, with the exception of teachers, must have ninety hours of instruction in child development, health care, food and nutrition, and must give character references. Job applicants are checked against the case register at the local social bureau.

The Sick Child

A physician comes to each Center once a month and to family day care homes twice a month, and is on call as needed. All children have health checks before admission and should already have had immunization shots at the maternal and child health clinics. The one-year-olds get topical fluoride applications to their teeth. If a child becomes ill at the Center, parents are notified and the sick child is kept in an isolation room until he can go home. Home helpers are provided for working parents as a complement to child centers or family day care when a child is ill. If parents cannot leave work, these helpers can bring a sick child home and care for him there. They are available on weekends if parents are working. Home Health Committees screen and employ home helps and arrange training courses for them.

Medical investigations show that children in preschool (ages five and six) run no increased risk of colds, but younger children in day nurseries do. Some

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recent Swedish studies show that risk of infection varies according to the child's home environment. Contagious diseases among primary school children are more prevalent among children who have not gone to nursery school than among those who have. Of course, from the primary teacher's point of view it is better to have children absent from preschool than from first grade. Swedish nursery school children risk fewer accidents than children of the same age who remain at home.

The Deviant Child

Case-finding for psychological problems is done by the physician. If referral to social services is needed, the physician or teacher communicates with district social workers in municipalities having decentralized social services, or with a child welfare worker in the central Social Bureau.

The Social Bureau in Malmö, for example, employs psychologists to work with the whole family when a child is referred for help. In other places, if a psychologist works directly with a child, the parents must first consent to treatment. In Malmö, district social workers assigned to families rather than to specialized services make recommendations to the Day Care Unit for placements; there are three day care nurseries for emotionally disturbed children and one day nursery for approximately a hundred physically handicapped children.

The typical staff attitude toward behavior problems in the Centers is summed up by the director of Forsberg's Minnie:

> One must have time to listen, and enough toys and space to play, and materials. There must be room to run and teachers must be fair. Children cannot tolerate injustice. When these conditions are met, there are no behavior problems.

Parents

Teachers are always willing to give parents advice on child management when they think it is necessary or when asked; there are from three to six evening meetings for parents and staff at intervals throughout the year. But there is no parent advisory committee or parent participation in policy decisions. In fact, parents are glad to have decisions left in professional hands at the Center and at the Social Bureau.

Sometimes parents are too willing to leave their children in professional care. Teachers urge them to come for their children directly from work and not to "do a little shopping" first. They leave bathing to the parents, as this is an occasion for physical and social stimulation and a mutually gratifying activity for

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both child and parent. The teachers' main complaint is that parents let the children stay up too late, so that they come to school "tired and whiny."

Family Day Care

Family day care may be half-day or full-day and is viewed as a supplement to, not a substitute for, group care. It is provided for children who are especially susceptible to infection or who have difficulties with social adaptation to group experience. For parents who work irregular hours, family day care also offers more individualized service than day nurseries or preschools. Some children are given overnight care. It is also possible to combine preschool with family day care when there is no space in a day nursery and a group experience is desirable.

Municipal day care homes are supervised by local child welfare committees. Homes are recruited and licensed by professional social workers. Placements are made taking into consideration parents' preferences regarding location, and suitability of the day care home. The agency makes an agreement with the day care mother concerning the number of hours the youngster will be in her home, meals and mealtimes, vacation care, and other specifics.

Social workers from the Child Welfare Unit make regular supervisory visits. They serve also as a liaison between the day care home and the working parent to avoid possible sources of conflict. Payment and collection of fees are made through the Child Welfare Unit, not directly between parents and the day mother. Day care mothers are paid only by actual days of care given. The rate is $2.70 per hour, which is taxable, and a dollar a day for food, which is not taxable. In addition, there are benefits such as holiday pay, health insurance, and pensions. Government grants subsidize 34% of the costs for family day care, subject to the condition in larger municipalities that at least an equal number of places be available in day nurseries. Day mothers must take a ninety-hour course in child care given at the vocational school, for which they are paid a stipend. They are also encouraged to participate in staff conferences and parent-teacher meetings at their nearest Child Center, to get acquainted with the professional staff and learn more about their philosophy of care.

Physicians make day care home visits twice a month and, as noted above, if a child becomes ill helpers are available to bring him home and care for him there.

Applications to the Day Care Units show that a majority of parents prefer group care to family day homes. They feel assured of adequate health care and nutrition, and know that the children will be provided with suitable materials, facilities, and supervision for

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play activities.

Lund also has a special arrangement called "the three-child system." A nurse looks after three children from three homes, using one home each week on a rotating basis. Parents provide food for the nurse and children when it is their turn, and pay the usual day care fee on a sliding scale basis. The family must have a suitable home with adequate space. The Social Bureau pays the nurse's salary and transportation. The cost to the community for this "three-child system" is $3.00 to $4.00 per day, compared to $6.00 per day for group care.

Extended-Day Centers

For the past ten or twelve years social welfare authorities have sponsored a program of leisure activities called "preventive youth care" for children and young people in neighborhood areas. The municipality provides recreation centers and sponsors other activities, while the ultimate responsibility rests with the local Child Welfare Committees. These social centers cooperate with various local associations, and in some municipalities there is a youth council which functions as the coordinating body between local associations and the child welfare committee. A center serving about 10,000 people will usually include a cafeteria, a hall for sports, gymnastics and dancing, a larger assembly hall for special programs, perhaps a theater, a number of hobby rooms, and small group meeting rooms or study rooms.

One such center, Östergard in Malmö, is open until 10:00 p.m. on weekdays and until midnight on weekends. One of the services offered is a "child park" for children aged four to seven. The charge for this service is about 19¢ for each child, while the mother goes shopping or does errands. In the evenings there are small club meetings for handicapped children who afterward join with the normal children for recreation. At first, parents of the mentally retarded children were apprehensive about these mixed recreational activities, but the normal children were prepared with some information on mental retardation and the social mixing has worked out well. There is a traffic school for very young children and for the mentally retarded. There are also classes in cooking, dramatics, painting, and social skills. A group of 150 parents of mentally retarded children hold meetings at the Center.

The Östergard Center is located in a low-income area whose residents are mostly immigrants, Finns, Yugoslavs, Greeks, and Italians. The library is staffed by energetic and visionary librarians who have set up an outreach program. They canvas the area, knocking on every door, to offer people library cards and tell them about the library programs. Special sections are set up with foreign language books from the immigrants'

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homelands, classes are given on requested topics, and there are citizenship courses for those who are working toward naturalization. The library has a discussion program on current political and social issues for which they show films and invite guest speakers. They hope to raise the general literacy level in the neighborhood so that immigrant workers can take advantage of training programs and get better paying jobs.

There is also a theater staff who write, compose music and create sets for plays with social problem themes. In addition to two weekly presentations of their own plays for neighborhood residents, they have organized a children's theater. Youngsters are guided in writing their own plays, composing music, and acting in their own performances. Two days a week the theater group visits medical and mental hospitals and nursing homes. Their director explained that their aim is to "promote a heightened social consciousness and an awareness of issues which require thoughtful citizens for participation."

The Östergard social center is an example of the extension of youth activities into the adult range, but these activities are also extended downward to younger primary children, seven to eleven years. Extended-school-day programs have, in fact, developed in Sweden as part of similar neighborhood community centers. The staff try to create an extension of the home environment in which students may get help with homework, ask questions relating to school, discuss their opinions about teachers, classmates and friends, and pursue hobbies. Centers are open ten hours a day, Monday through Friday. Some children arrive at the Centers in the morning before school starts and then are given breakfast. A hot meal or snack is served in the afternoon. Children can leave grade school and come to the free-time centers whenever they are not in formal classes. The number of places is limited to fifteen children per group.

Tuna Stugan in Lund represents a different type of organization--a combined nursery school, preschool, and extended-day program. This is the prototype for other child centers now being planned; some extended-day programs will be attached to youth centers and others will be integrated with day nurseries and nursery school programs.

Handicapped Children

If a child is cared for at home by his family and demands much extra time and expense because he is handicapped, the family receives a children's disability allowance. This benefit is intended to encourage families to keep handicapped children at home, rather than placing them in institutions. Special state subsidies of up to $3,000 are available for converting and equipping individual homes or apartments to fit the needs of children who are blind or crippled. The state government also

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provides loans for housing improvements.

The state reimburses the total cost of technical aids for the handicapped. These are dispensed by public and semi-public sponsors of medical care and are enumerated on a list published by the National Board of Health and Welfare in collaboration with the Institute for the Handicapped. The prosthesis must be prescribed by a physician from a specialized hospital department, a county district physician, or in some cases by the district nurse or work therapist.

Under the National Insurance Act children under eighteen are entitled to nursing care at home if they need special supervision for a considerable length of time as a result of a physical or mental hendicap. "Home" in this instance may mean a boarding home as well as a family home. About 5,500 Swedish children draw such benefits, and about half of these are mentally retarded.

Students with severe physical handicaps can obtain the services of personal attendants; blind students may receive library services such as readers. Deaf students who cannot lip read, however, need interpreters and these are not as yet regularly provided.

The Home Help service of the Social (Welfare) Bureau assists families with handicapped children. These helpers are usually paid by the hour and employed on a temporary basis, but they are increasingly employed in regular positions. Home Helps have some training, but this needs to be supplemented by more specific orientation to the needs of different groups of handicapped persons.

An increasing number of mentally retarded children attend day schools, even in the rural districts of northern Sweden. They live during weekdays in hostels in residential areas, and on weekends they live at home. Formerly, most mentally retarded children who received special education were in one of thirty boarding schools. Now half of the children live in their own homes.

If a young child who is mentally retarded cannot stay in a group, he has the right to individual training. Two- and three-year-olds have teachers who come into the home one hour a day not only to teach the child, but to instruct the mother as well. In northern Sweden where distances are great, there are mobile libraries of toys and educational materials called "lekotekos."

All retarded children are entitled to nursery school experience from the age of four, if their parents request it. There are eight trainable or eleven educable children to a group, with one teacher and one assistant, for a half-day session. Teachers must determine whether a child is likely to profit from further instruction in the nine-year comprehensive school; if necessary, a retarded seven-year-old child may remain an additional year in nursery school. Preschool emphasizes training in concepts and social skills.

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hostels. Each of the training classes has one teacher for every five students. Most of the day is spent in self-contained classrooms. The teacher, students and special subject instructors also use the central areas for textile weaving, wood- and metal-working, ceramics, and home economics classes.

For other pupils who must attend special education classes and who cannot live in their own homes, a distinction is kept between the need for housing and care and the need for education. Planners see little need for increasing the number of boarding schools and instead provide for foster homes or group hostels. The basic aim of all provision for the mentally retarded, as for other handicapped children, is for normalization. The intent is to develop all capacities which can diminish the severity of the handicap, and to integrate the handicapped child into normal society as much and as often as possible. The normalization policy and the commitment of national resources it involves is a beautiful example of social welfare provision. There is much to learn from the Swedish experience to inform our own planning and practice as we search for ways to join the concerns of social services, day care, and early childhood education.

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Chapter V

Introducing Program Innovation: A Case History

The process of introducing and promoting organizational innovation has implications for the community development aspects of social work. This process has been seldom documented. The following log is a summary record from which relevant generalizations can be drawn for other special programs in elementary schools. This log represents a detailed account of one project director's work during a two-month period, between the introduction of an innovation at a national conference of project directors and the submission of the project proposal for continued funding.

The federal staff asked project directors to act as change agents in their home communities. Each community was to choose and implement a model curriculum for children in Follow Through. A range of models was available, and the educational researchers who sponsored each type were on hand at the conference to explain their particular instructional method to project directors. During the year of implementation, Follow Through projects were to have generous amounts of consultation from model sponsors, in-service training for project staff, and additional funds for special equipment and instructional aids. After the conference the directors returned home to discuss with their colleagues in the Board of Education office, and with parents of Follow Through children, the choice that would best suit their community.

The reader may recognize familiar scenes: tension between the goals of racial integration and efficient service delivery to a centralized location; the vicissitudes of organizing parent advisory boards and maintaining relationships with Head Start, Community Action, and the Board of Education staff, including the superintendent; the difficulties of keeping all interested people simultaneously informed; the anxious rush to meet deadlines and the perpetual reprieves; the allocation of power disproportionate with responsibility. Following is the view from the change agent's desk, with commentary by the authors as they look over his shoulder, so to speak.

Tuesday, February 27

This morning I met with this past year's professional staff and described the instructional models, explaining

that we would choose one, probably the Engelmann[1] approach, for next year's project. They were uncertain about the Englemann model, and our early childhood specialist wasn't sure she could go along with it. Also, the parent involvement component remains an anxiety for the staff.

(The federal staff of Follow Through expected that parents would be involved in local program decisions. It appears that the Follow Through director made important decisions without parents and only minimally with professional staff, instead of making recommendations and allowing for possible rejection of his suggestions.)

Thursday, February 29

The Director of Research, the Assistant Director of Instruction[2], and I reviewed several of the approaches that were presented to us (at the national conference), but went into some depth with the Engelmann model and talked more about the Individual Programmed Instruction (IPI) approach from Wes Becker. We also talked about the block school approach to parent involvement and what it might mean to us as a District.

(Eight communities selected a model of Parent Implementation similar to the parent-controlled Harlem Block School Plan.)

Russell, of course, could not see turning over as much control to parents as the Harlem Block School plan was advocating; but he certainly was sympathetic to the fact that there is a great need for project participants to feel more closely involved with, and have a voice in determining, what the school becomes and how it operates.

(The rejection of the Harlem Block School Plan would be a natural expectation for an administrator who up to now has been making decisions regarding a major educational change for a community without consulting resident parents.)

We also talked about the need to inform the school district's consultants about the plans for the project, and to look for ways to involve them and tap their strengths and knowledge. I talked with the Superintendent to get his feelings about

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[1] A model based on behavioral analysis and small group instruction, with a highly structured skills training series.

[2] Pseudonyms have been used for people on the Board of Education staff. Positions, of course, are correctly identified.

the centralization idea* and he seemed supportive. I also discussed with him the need to visit Dr. Engelmann's project and he encouraged me to go ahead and arrange such a visit.

On Thursday evening I made a presentation to the County Community Action Program Board about this year's activity. I closed by generally describing the centralization of the project, the opportunity to participate in new instructional approaches, and the great need for their resources in the program. They seemed highly receptive; in fact, they applauded at the end of my presentation. I regard them as a good resource that can be involved in developing the project.

(The County CAP may have been applauding the centralization idea for possible increase in staff integration and quality education for the poor. They may have cared very little about the education model, since it was apparent that certain major decisions had already been made.)

Friday, March 1

(Arrangements are made for the Follow Through Director, the Director of Research, an early childhood specialist, one teacher and the assistant director of instruction to visit the Engelmann Project.)

Monday, March 4

(Report on Follow Through is presented to the administrative council--the principals--of the district. Brief introduction of notion of an experimental instruction model.)

Tuesday, March 5

I met with the Superintendent of Schools for about an hour and a half, during which time I attempted to inform him in some depth about the various models that we could be working with next year in the Follow Through Project.

(It would be natural to wonder at this point when parents will be consulted or even informed!)

He had seen a television program on Twenty-First Century (CBS) which described the Engelmann Project. He said that he had some questions about the method but could see that it had some possibilities. He again encouraged me to go ahead with the centralization notion and thought that it certainly seemed to make sense in a lot of ways. Yet I

* Bringing all Follow Through children into one school. During the preceeding year they were located in different neighborhood schools.

think that he is somewhat reluctant to accept centralization completely; it seems to him to be a retreat from our initial efforts at racially balancing some classes. He wants to protect the effects of Follow Through students being exposed to larger numbers of white middle-class children.

(Centralization seems to be a more serious concern than selection of a model. It raises issues related to integration and quality education for all income groups, and would naturally be of greater concern to the superintendent.)

Wednesday, March 6

The day was spent in visiting the Prairie School in Champaign-Urbana, which is using Individual Programmed Instruction materials on a limited basis in first grade rooms and just beginning to use them in some kindergarten rooms. I might summarize some reactions to the days at Champaign-Urbana by saying that, first of all, both the teacher and the early childhood specialist who came along felt that both the Engelmann approach and the IPI material were promising. But they both felt, as I did, a certain amount of anxiety about preparing themselves and other people for such an undertaking.

(This model was a radical departure from the direction in which most early childhood programs were going. Anxiety about it was rampant among many early education specialists.)

Thursday, March 7

We discussed the need to visit the Arizona Project (Marie Hughes) to get a better understanding of their methods. We want a chance to look at two separate programs. From a strategy standpoint, being able to say to all people concerned that we had looked carefully at two different approaches and based our recommendation upon this deeper investigation would put us on firmer ground. I plan to present to our parents the range of alternatives from which we can choose, and tell them that after looking in depth at two of them one seems superior to the other.

(The Arizona model was not a good choice for comparison because its approach is toward the opposite philosophical extreme from the Engelmann model. It appeared, though, that the choice had already been made and the visit to Arizona was to satisfy parents who might question an early choice without adequate review of other models.)

Monday, March 11

This morning I started by calling Dick Schminke, the

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national consultant to our project. He will visit here on Tuesday evening, March 19, for as long as is needed. I also talked to the Head Start Director, Fred Irish, about ways to mesh Head Start and Follow Through to form a continuous developmental experience for the children. We talked about ways to share resources between the two projects, such as a parent involvement or parent participation person, a health services person, a psychological services person, and a social services supervisor. I also talked to the District Demographer. I had heard at an informal gathering on Friday afternoon that Steve Wilson, Director of Pupil Personnel, was now saying that the possibility of centralizing next year's Follow Through Project at Glenoaks School may not be possible. Steve has asked Orv, the demographer, to look at alternate plans for this, and also at a plan for beginning to racially balance the schools.

(He talks to the Superintendent about a trip to visit the model sponsor to arrange for consultation.)

I also talked with the Assistant Director of Instructional Services about our upcoming visit to Tucson (Marie Hughes' project). He hopes we won't see anything too promising, since he is pretty well committed to the idea that the Engelmann-IPI combination would be a rich one to work with in our District.

Had an opportunity during lunch to talk with Mrs. Lila Roberts, our acting Supervisor of Social Services, and Gwen Bowen, one of this year's Project caseworkers. I shared with them a little bit of our thinking relative to centralization, and also I talked with Lila about the shared programming with Head Start of social services and parent participation. I asked her to comment on the feasibility and relative merits of such a move. She was supportive of the idea and suggested a part-time social work supervisor, two caseworkers (not necessarily MSW's), and perhaps four paid community aides. This would be a staff large enough to take care of the 400 children in Head Start and Follow Through. We also talked of the school-community worker or the person in charge of parent participation as being part of the social service staff of the two Projects.

During the evening we had our first parent's meeting in preparation for selecting representatives to a Parent Advisory Committee. We started by saying to the parents that we had not done a very good job in opening communications between project staff and the parents, and this was as much my fault as anyone's. We hoped tonight that they would talk with us about their concerns and feelings about the project. In addition, I said that our Project next year was in some jeopardy if we couldn't organize a functioning parent advisory group.

We also wanted to talk with them about the centralization idea after the experience this year of having programs in five different schools. We told them about

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our opportunity to select a particular educational model to use here next year with the help of people who had pioneered in developing the model.

I tried to keep the meeting as informal as possible. I tried very hard to let them talk and express their feelings. We did not receive any negative reactions to this year's program. Those who spoke were quite vocal in their appreciation for the opportunity their children had to participate in the F.T. project this year. There were ten parents there, including two fathers. I was a little disappointed in this turn-out, inasmuch as the personal contacts made with the parents stressed the importance of the meeting and of their attendance in terms of next year's project.

> (After all major decisions and most minor ones have been made, and after a full discussion with administrative and teaching personnel, it is reasonable to expect that the parents are disinterested.)

I was pleased with their ability to talk with us, although I know that many of their concerns and many of the questions that they may have about the project were not raised; they did not feel safe. They responded rather positively to the centralization idea; they felt that there certainly could be some benefits to being in one location.

In terms of getting representation on the parent planning group, I asked for volunteers to serve with this group and said that at a minimum they would need to stay on the planning committee until submission of the application for next year's grant (April 15th). At that time, if they felt that they did not want to continue as part of the Advisory Committee, they could withdraw.

> (In a somewhat paternalistic and at times insulting fashion, parents are being told that they are needed to get the funds flowing--but after that they are free to leave. It is also assumed that parents are either unable to read or that rules governing the Policy Advisory Committee cannot be trusted in their hands.)

I read to them the ten responsibilities of the Parent Advisory Group and stressed the fact that it was a group that could exert a great deal of influence in directing the Project.

Five members volunteered to serve on this Committee and agreed, I thought, rather enthusiastically.

Tuesday, March 12

This morning I met with Fred Irish, Director of Head Start, and Dr. Horowitz from the State Division of Children and Youth who has been meeting on a monthly basis

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with us and with the voluntary discussion groups compo
of Head Start teachers and aides. In this discussion
related some of my concerns about organizing a Parent
Advisory Group and I talked with them about my efforts
last night with the first group of parents.

Dr. Horowitz said that there was value in keepin
the group a parent group; we should not involve other
kinds of people on a regular basis, but call them in
additional resources who might be able to help furthe
the work of the Advisory Committee.

Later in the morning I met with Jane (early chil
specialist), who seemed quite anxious throughout our
meeting. She wanted to talk about her own feelings i
relation to the Engelmann model which we may be using
and she talked about the way Engelmann operates as be
a negation of what she believes should be happening t
young children. I think deeper down she is concerned
with her own role in next year's project, which has n
been defined for her (and at this point I am not sure
that I can define it).

> (Anxiety is generated by role ambiguity. Does t
> early childhood specialist have a job for next y
> If so, what is the meaning of the instructional
> model in terms of the definition of her role? O
> jections to the model have personal security as
> as philosophical motivations.)

I said that there would certainly be a need within th
Project to have someone in a leadership position work
on those areas of the curriculum or during that part
the day in which the Engelmann program will not opera
Although the Engelmann Project would place a teacher-
trainer here throughout the year, this person would h
to be working with both groups of teachers and both
groups of children (H.S. and F.T.), and perhaps would
have the qualifications, skills, and knowledge to dev
the remaining portion of the program. So I encourage
her to think about that kind of leadership position.
had said in a previous conversation with me that she
be perfectly willing to return to a full-time teachin
position. However, I think that, if I am reading her
correctly, this would be a step down for her and she
receive it as such. She is certainly desirous of a h
place in the sun.

Thursday, March 14

I met with the Franklin Follow Through parents i
meeting similar to that which I had with the Glenoaks
parents and to that which Barbara (Curriculum Supervi
held with the James Madison parents. Again we asked
to list their concerns and also those things they fel
the project was doing for their children.

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Two parents in particular at the Franklin meeting were concerned about contacting parents when children are ill. They also brought up problems that busing causes for some families.

(Serious questions of this nature should be raised during meetings with policy makers. Lack of parent involvement at advisory boards result in such parent-expressed concerns dying at local low-level gatherings which never affect policy.)

They said that for the most part they couldn't see where the project had done too much for their children, that many of the things had already been done in Head Start, and that they did not see their children gaining significantly from Follow Through.

The other parents, however (eight of the ten who were present), were quite positive about benefits they perceived to their children as a result of their experiences. Six parents volunteered to serve on the Planning Advisory Committee with the seven parents from the Head Start Advisory Group.

Ruth Farmer called from Washington (Follow Through office) today and asked about my plans for using last year's Follow Through consultants. I asked whether the project sponsors could come to school districts to help interpret their programs to interested groups. She asked if I had made a decision regarding the program that we would adopt. I said that at this date we inclined toward the Engelmann-IPI combination; we have still not had a chance to share this with our parents, but would be doing so on Monday. She said it would be possible for Becker and Engelmann to visit here if that were our model choice.

I called and arranged for Becker and Engelmann to come here for two days to meet with various groups. I will ask the Parent Advisory Group to meet again after the organizational meeting on Monday (that is, to meet on Tuesday evening, March 21st) so that Becker and Engelmann can explain the project to them and elicit their reactions and ideas about it.

(It is apparent that the decision to accept this model has already been made. At this point, parents are being asked to meet with the designers. It is not unusual for programs to make such decisions prior to meeting with Policy Advisory Committees. It is also true that, because of this, such programs have difficulty gaining parent or community support. When programs fail to gain such support, rather than examine their own behavior, they fall back on myths about the poor as reasons for lack of parent participation.)

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Friday, March 15

(Visit made to the Arizona Project in Tucson.)

Monday, March 18

I reviewed today the two films that Engelmann sent to us which give a visual picture of the project's approach to the instruction of disadvantaged children.

(The criticism of Follow Through communities in initial relationships with sponsors was that they did not clearly understand the sponsor's philosophy. It appears that this sponsor is providing excellent materials for the community to raise them above the level of confusion. Very few sponsors provided films or initial contact with sponsor consultants.)

One was on reading and the other was Sig Engelmann teaching a math class. I decided that for the evening program with the parents I would begin with Sig because his introduction to the film is a little more comprehensive and gives some reasons why the project proceeds as it does; he knows what kids can do at the end of the year. The reading film shows a teaching situation. They also sent a film of an intern in training. The three films give views of different kinds of staff attempting to do the same task.

We should make the presentation brief and allow some time for parents' questions, because many times what matters is not what is said to them but their chance to express their own feelings, their own perceptions. Again, we must make sure that they understand that a decision has already been made by the Central Office on the instructional approach. What we are trying to do is to enlist their support and aid, even though there might be some parts of the project that they didn't agree with. In this first year we do have a commitment to the sponsor to give the approach a test before we attempt any modifications.

(Is is fair to ask parents to support a program which they may feel is harmful to their children? Is a commitment to a sponsor of greater importance than a commitment to clients?)

I did have a brief meeting today with Fred Irish, Director of Head Start. We talked a little bit about his deadline and the fact that CAP is attempting to get an extension of time. His chief reason for delay is that the whole question of county involvement has not been resolved yet. I also talked on the phone with the CAP director and informed her of our progress in organizing Parent Advisory Committees. She said, after all, this is an OEO project and she needs to be fully informed.

(Horizontal ties to other community programs. Interpreting agency perogatives.)

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I agreed with her, although I told her that it was an Office of Education project funded by the OEO. I certainly want to involve her at every step of the way as the plan develops.

I talked for a little while with the District Demographer about the Glenoaks centralization concept, and he said that he was reasonably sure that it would work out.

(Setting aside classrooms in a middle-income neighborhood school for all Follow Through children, who would be bused from their homes in inner-city neighborhoods.)

He was proceeding on the assumption that there would be a different length of day for the Follow Through (low income) than for the Glenoaks children, and I told him that was not acceptable; I want both groups to have the same length day, the same kind of services.

Right now I cannot see developing the project if it is split among several locations again. I am still pushing hard for the centralization idea not only because I want to set some program hours which might differ from the schools; we also need to have staff located together geographically so that staff development can occur easily and naturally with a great deal of intercommunication. Moreover, our parents need to be able to relate to one place for Follow Through so that we keep families as unified as possible.

Tuesday, March 19

Last night, Monday, we had our first full meeting of the Parents' Advisory Committee at the Administration Building. There were nine parents present out of a membership list of 23. There were four parents out of seven from the Head Start Advisory Group and there were five parents from this year's Follow Through. Of the three school districts represented in this year's population, two were represented. I was disappointed in this turnout. However, in looking back, we had neglected reminders to the parents. Although we had made earlier phone or face-to-face contacts, we failed on Monday to remind parents that it was meeting night.

(Most communities will have groups of parents seeking varying degrees of involvement. Some only desire simple participation--accompanying class trips, and being minimally informed about program operations. Others want to be intimately involved in the real decision-making operations and are knowledgeable and able to articulate individual and collective needs. It is apparent that parents of the latter kind are not now attending these meetings or participating in this program.)

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The parents, themselves, I thought were fantastic. The nine seemed relatively open, entered into discussion readily and the meeting went very well. I passed out copies of minimum responsibilities for a Policy Advisory Committee and tried to impress upon them what an important function an Advisory Committee could and should perform. I spent a great deal of time talking about the potential power that resided with the Policy Committee, and then asked them for their reactions. The parents were somewhat hesitant to speak but, again, Mr. Hernandez spoke very well just as he did at the James Madison neighborhood meeting. One of the things he mentioned was that he really felt, from a parent's standpoint, that last night was really a failure. He said that he felt that the parents and their children could benefit by the project and that the people trying to implement the project were working very hard, starting from scratch, developing a fine program. They had the opportunity to improve it and to include the parents in this development, yet the parents were not willing to come out. He appealed to those people, to the eight others present, that they make sure that at our next meeting the parents would show up in good fashion.

I reviewed with the Committee the general purpose of Follow Through, talked to them about the results of the 1967-68 F.T. project, and then spoke about my efforts to centralize the project and my reasons for wanting to centralize it. They agreed with me and could see real merit in centralizing the locations in one place.

I then moved on to discuss our opportunity to participate in the program of "plan variation." I reported on the two visits very briefly, from which we had determined which was the best approach for our District; that the one that shows the most promise for us is the Engelmann model. I then showed the Engelmann film.

> (By this time the parents should have been encouraged to organize their own group with officers and membership. They could then establish their own agenda and conduct their own meetings. The Follow Through director should not continue to conduct these meetings but only attend as an invited guest.)

At the conclusion of the film we spent some time talking. I described very briefly the method they used, the fact that teachers are programmed very carefully, and that their whole instructional program is one which involves a very carefully planned sequence of critical skill developments in math, reading, and language. Their reactions for the most part were highly positive, and they were amazed at the capabilities of the kindergarten children in Engelmann's project. One Head Start mother (who is not from a low-income family) said she had some

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real questions about this particular approach but is highly interested in it, and she certainly wanted to continue to work with the Advisory Board group. Today she called me.

(When Policy Advisory Committees are organized with elected leaders, parents' concerns can be discussed openly during meetings with other parents. They can then assign priorities to their needs and discuss these issues with the administrators on an equal basis. As it stands now, parents must contact the administration on a one-to-one basis to seek resolution. Such a vehicle inhibits parents who see the director's ability to talk overshadowing theirs.)

She said that she had written notes to all the parents on the Advisory Committee who did not come to last night's meeting and called the schools to ask if the notes could be sent home with the children, as there are no phones in the schools to make contact with parents. She also urged me to think carefully and to allow the group, which represents five different neighborhoods, some time to get acquainted before adding other professional or business people to the committee. She said that these people would tend to stifle contributions that the parents might make unless they first had time to develop confidence in themselves. This she based upon her own experience with the Head Start Advisory Committee.

We closed the meeting by telling parents that at the next meeting, Mrs. Jean Osborne, head teacher from the Engelmann project, would be there to discuss further their model of instruction.

It was strange; the meeting had lasted longer than I thought it would. I think we formally closed it about 9:30, which meant we had been in session for roughly an hour and forty-five minutes. Six of the nine parents stayed on, continued to talk, drink coffee, ask questions, smoke cigarettes, and they helped clean up. We actually left at about 10:15. I had a very warm feeling toward all the parents there and I think they reacted well to me, too.

This morning, Tuesday, I went to Franklin School for our weekly F.T. staff meeting. I explained our intention to use the Engelmann model next year. They were very cold. I guess because there are so many things to think about relative to the program they are unable to ask questions and contribute at this point. I did invite them to think about their role in the project as I had described it, and to decide whether it is really appropriate for them, or whether they ought to be seeking an appointment in the district in a more traditional program.

(As with parents, the instructional staff has been left out of decision making. They are told to either accept the new model or to transfer to another school.)

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I emphasized the fact that we are experimental, that we are going to try a new and different approach, and that people will have to make more than normal commitments to the project.

After the meeting I spent more time with Jane and Barbara. Both of them feel we are going in the right direction, but much needs to be done in terms of laying out the specifics. At this point I don't know the specifics, or all the necessary structure and communication lines that they're after.

(Difficulty in communicating to a variety of people who will be affected by the Director's decisions. Importance of involving those who must help with carrying out the proposed changes.)

I guess they have felt cut off since I visited the two program sponsors, because they are not as fully informed as they have been in the past.

Returning to the office after lunch, there was a call from Jean Osborne, sponsor's consultant, who wanted to know what precisely I had in mind for her visit. She will be making a presentation to the Parent Advisory Committee in the evening, and on Friday morning to the Central Office Consultant staff here. She mentioned that Mike Frontier, the person they are thinking of placing here as Project Supervisor, would also be coming with her.

A second call came from the State Department of Public Instruction (Title I Supervisor).

(Title I referred to special grants of federal assistance to elementary and secondary education. The size of such grants often required a district-wide and state-level person to supervise this additional activity. Such funds were intended to provide services that the schools were unable to offer without financial assistance.)

I explained that in no way was I trying to avoid keeping them in touch with what was happening here, and that I felt badly about their receiving information "through the back door." My intent is to include them whenever we think they can make a contribution and that if they want to come down when Engelmann or F.T. consultants are here they are welcome to visit us.

Wednesday, March 20

Today I had lunch with the Title I Supervisor from the State Department. He questioned our abandonment of the dispersal of youngsters into white middle-class schools; he felt this was one of the strong aspects of our Project this year and he hated to see us "retreat" from that. I told him that our justification was from a program standpoint; that is, since we are adopting an instructional model not used in the District we need to

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be together in one central location. The project has a more important goal than diversification with several schools to achieve racial balance. It will test a specific experimental program approach and we cannot do an adequate job of testing by continuing diversified placement of children.

After lunch I called the CAP director, Virginia Wylie, to see if there were a time we could talk together about the involvement of CAP in the planning for next year, and also about the continuing relationship with CAP throughout the year. She asked if she could come to the consultants' meeting with the Engelmann people next Friday. I said that I didn't feel free to invite people outside the District Staff. She said that was an odd attitude, since she represented the supervising agency for the project. Virginia's remark upset me because they aren't a supervising agency for the Project. OEO money is involved here, but our supervising agent really is the U.S. Office of Education. Of course, I realize that CAP is supposed to be involved in a coordinated effort; in fact, they must give approval to our application before it is submitted. But her remark irritated me quite a bit.

> (Federally sponsored child development programs built in guidelines to encourage the development of relationships between existing local agencies to help insure a comprehensive approach to family service planning. Community Action Program (CAP) Boards have been in existence since the initial stages of War on Poverty. They have a representation of the public and private sector of the local community, and a minimum of 50% low-income members on their boards.)

Later in the morning a special delivery letter was brought in to me indicating that there would be a two-day meeting in Washington sometime between March 25 and April 5, and that our budget had been amended to provide for two people to come. This I already knew. It gave me no [illegible] information except that the CAP Director should be invited to attend and that the F.T. Director should be the other person. That, too, annoyed me. My prime purpose for attending this two-day workshop is to meet with the program modelers to iron out staff development plans and costs. Also, the whole research and evaluation component needs to be worked on. I want the Director of Research to fill that second slot. If I could choose between two people, certainly the research director's responsibility and potential helpfulness are much greater than those of the CAP director. So this was an additional factor that angered me.

In the evening I met Jean Osborne and Mike Frontier, the two people from Champaign-Urbana who are to spend two days informing people here about the Engelmann approach.

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I met with them while they had supper; they arrived somewhat late and we talked about the things that I hoped they would do with parents that evening. I explained that we are not presenting several models to the parents. We have looked at twelve models and picked what seem to be the two best ones in terms of what would fit our community's needs. We have visited these two projects to take a close look at both and, based on this kind of investigation, we have chosen the Engelmann model. Jean's job, therefore, is to give parents more of an insight into the instructional process that will be used in the coming year.

We arrived at the meeting place just prior to 7:30, when it was scheduled to begin. Somehow the front door was locked and there were six or seven parents waiting outside to get in, which embarrassed me. I apologized to them and did find the janitor who opened the doors and turned on the lights.

There are 23 parents on the Advisory Committee, 16 from Follow Through and seven from Head Start. Seventeen of the 23 were there which really delighted me.

> (This would be a fine opportunity for the director and teachers to encourage a formal organization of the Advisory Committee. They should plan to elect officers, plan their own agenda, and perform a supportive and critical role in the Follow Through program.)

I congratulated them on their fine effort in coming to the meeting, especially since we had met only three days prior to this meeting.

The parents reacted very well to the film and to Jean's short talk. One parent even asked (concerning his child, who will be in second grade), "Suppose I have him failed, could he be part of the first-grade group in Follow Through?" Another parent asked whether there is some criticism of this approach because it creates pressure on youngsters to accomplish things. At the end of the meeting, he came up to me and said, "I really don't think that it does cause too much pressure, but I know other people will be thinking that, and I wanted to bring that question out so that Mrs. Osborne could answer it in the way that she did."

Friday, March 22

I talked with my secretary about deadlines for finishing various parts of the proposal in order to meet the April 15th submission date. Looking at the school calendar, I suddenly discovered that the District's Easter Vacation is from April 10 through April 15. This presents complications for us. Not that we couldn't work during those days, but even the problem of getting the application reproduced in the quantities the U.S. Office of

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Education wants will present problems because other employees will not be working during that time and we have already set up to do it on the offset press. So I called Washington and somebody there said, don't worry about the 15th but try to get the application in as soon as possible during that week. So this relieved me somewhat.

(When communities have demonstrated competencies in program implementation and planning, funding agencies are usually willing to grant time extensions. Such agencies usually have an internal date set ahead of the published date for such purposes.)

Washington called to postpone the March 25th workshop. This is where questions could have been answered before presentation of the proposal to the Board of Education back home on April 8. The best that can be done now is to present an abstract and a budget estimate.

We should all plan very carefully for that presentation on Follow Through to the Board. Should we have overlays, charts, and so forth to make a very elaborate presentation to them? In fact, the Board may react more favorably to a very short, precise presentation. This was our experience when we took the Summer Head Start proposal in to them. We had a four-page handout which was solely a budget breakdown. John Morton gave a brief description in terms of locations and numbers of students to be served and that was it. Mr. H's (Superintendent of Schools) thought was that this was the best way to present proposals; cut all the nonsense and verbiage. We should prepare, however, to deal with objections to the Project's retreat from making an attempt to deal with de facto segregation. I plan to present a brief abstract of the proposal and some budget figures, and then be prepared to handle questions.

I attended a meeting with some of the other directors of federal projects in the school district, and we talked about the administrative behavior of the Superintendent. We clearly see that he is delegating responsibility to people and expecting them to carry it out. Although a project like Follow Through might have been looked on as "my" project, it now begins to look more like the District's project and the Board's project, but certainly not the Superintendent's. We felt that this was his intent; that the projects do look like the Board's and the District's, but that ultimate responsibility falls back on those people who are not formally given that responsibility. We all agreed that this makes us uncomfortable, but that this is a reality we have to deal with.

Monday, March 25

I met today with Mrs. Virginia Wylie, CAP director. We talked about the continuing relationship of CAP to the Follow Through Project next year. I showed her the CAP

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certification portion of the application and we went through each section, using the U.S. Office's description of each item. We tried to determine how it could be done, or if it had been done already. I read my rough draft of the continuing role of CAP in the Follow Through operation in the year to come. She basically agreed with those statements and suggested the use of the Out-Reach Coordinator and his aides to enlist family support for enrollment in the program.

We talked about scheduling time with the CAP Board to present the Follow Through application. She said the Board is composed of very busy people and we will have to fit H.S. and F.T. proposals into their regular monthly meeting. In addition, there are two other applications coming in from other agencies.

The last meeting today was our staff's second attempt at staffing a family. The public health nurse, the worker from the welfare department, our pupil personnel worker, our two teachers, a teacher from the inner-city, Jane, and I all attempted to come up with some strategy for dealing with this family in terms of solving the child's problem. I thought it a productive session; I was very impressed with the welfare worker's knowledge of the family and with her concern. She was delighted that this particular activity was going on in F.T. and felt that the family was certainly fortunate to have this many concerned adults trying to outline some productive way to work with the family and child.

Tuesday, March 26

During the afternoon we had our regular weekly Center staff meeting. The chief topic for discussion was my incentive plan for teachers. The staff strongly opposed such a plan. They felt it was unprofessional, that it would be difficult to administer, and that it slighted their own efforts. They read into it a threat, or perhaps a statement from me that I wasn't satisfied with what they were doing this year, and saw this as an effort to get them to do more next year.

I assured them this was not the intent. My sole purpose was to try to be consistent within the model in terms of a reinforcement idea or reinforcement theory, not only with children and parents, but also with professional staff, including myself.

(This was a good test of whether professionals would want to be treated in a manner similar to the way in which children and parents are treated in their program.)

I have a feeling they expend effort over and above what is normally called for and they don't receive much reward for this effort. Society could reward people by

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giving them an added bonus at the end of the year.

They came back and said, "If the program's asking over and above what's normally called for, as you've already indicated, we're going to ask for a longer day for teachers, an eight to five day. You should just give added salary."

(Job descriptions should be explicit at time of hiring. It is not a fair assumption that workers will then require extra compensation for fulfilling these requirements. Proper staff development, appropriate and accessible supervision, and adequate supplies and equipment often surpass salary increases as motivating factors.)

I said that I could do both; but certainly I was asking a longer day, more meetings, and so forth, and I would be willing to add a couple of hundred dollars on to the base of $6,500 next year. In addition, I still wanted them to consider the incentive pay. Meantime, I would think it over again.

After the Center staff meeting ended Jane, Barbara, and I continued to talk a little on our own. Jane told me that the staff was quite anxious again about many of the new ideas I have in mind for next year, about some of the things that have happened this year. They had complained to her about the incentive pay plan, and about my asking for an eight-to-five day for teachers next year. They also complained that this year, whenever one of the Center staff was out, there were no substitutes available. Afternoon teachers or morning teachers were asked to fill in for the other half of the day for the teacher who was absent.

To me this complaint seemed unreasonable, since they are only asked to teach a half day and they have the other half day to do parent work, planning, and in-service. By and large, most of this time has been spent on planning, which to me seems to be a pretty rich opportunity, and for them to be upset about filling in occasionally for each other seems a little unreasonable.

If you compare the job they have with all its unknowns and its newness, I still think two teachers and two aides working with thirty children for a half-day with a half-day free for other activities is a pretty light load compared to what a teacher normally carries in this district.

Barbara expressed concern that she had not received a contract, and wanted to know if there were some reason for it.

(Child development programs which rely upon annual funding seldom offer the long-range job security found in public schools. Increased employee concern is a natural result of these circumstances.

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The director, in understanding teacher concern for security, should be straightforward and honest about projected length of job possibilities.)

I was surprised, since she had received an "I DO" slip, and I assumed that she also had received a contract. So I told her that I had heard nothing and that I would check to see why she hadn't received one. As we were talking she also said one other thing. She was hurt because I had not invited her to the Thursday night Parent Advisory Meeting although I had invited Jane, and Gene had been there. She felt that she needed to be there to hear about the instructional approach, that if she is to contact people she needs to know what's happening. I apologized to her and said I really didn't intend for her to be left out. I had thought the purpose of the meeting was basically orientation and saw no real need for her to be there.

But, now that she mentioned it, she does contact many people and they have questions; I could certainly see the value of her being there.

Wednesday, March 27

This morning I called Mark Furman, the Out-Reach Coordinator for CAP, and gave him the time schedule for our trip to Salt Lake City.

Mark seemed pleased that he was going and we talked about the purpose of the Conference-namely, to meet with the program model sponsors and finish up any last-minute details on our application. The balance of the day was spent at the second of the two special meetings of the Inner-City Council. The subcommittee made its report on long-range planning for building and school organization. With regard to young children, the report said that racial balance should be achieved wherever possible in the district; but they had an additional statement saying that primary school children should be housed in a neighborhood school. The Inner City Council, after some discussion, decided to remove that particular item from the philosophy statement.

The balance of the day was spent discussing the question of racial balance. The racial balance committee presented their report, which basically called for a small pilot effort involving inner-city and outer-city schools. The committees recommended that busing and redrawing boundary lines should be done if necessary, to accomplish racial balance within the district.

Glen Johnson, the town's only black principal, was the chairman of the racial balance committee. In today's meeting he again said that something had to be done; we couldn't wait any longer and he couldn't do it by himself. If the district wanted to achieve racial balance they could put their resources behind it and it could really be accomplished. The Chairman of the Council

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kept reminding him that his subcommittee had been in charge of this particular responsibility. Ben reported that they had done the best they could; here was a report, and if they didn't want to accept it they didn't have to.

There were several parliamentary maneuvers to get acceptance of the report or to amend it by other factions. We didn't want to vote on this particular proposal, and Ben forced through the vote by rejecting specific amendments. The question was finally called for. There was confusion on parliamentary procedures, and anyway the question was called for by Ben. It was voted on and defeated. It was something like 13-1 with only Ben voting for the adoption of the report.

There was silence, and then discussion began of what procedure could we now follow. Were we going to go to the Board of Education with our package without a statement on racial balance? Just what were we going to do? So a great deal of conversation went on. Ben, by and large, withdrew from this particular conversation. Finally, Bob Hill (Research Director) proposed that a committee be appointed by the Board which would include the Inner-City Council's racial balance subcommittee. Other people-professionals from the School District, community professionals, and lay people-should take a look at long-range planning and a philosophy of school organization for the District. In addition, they should begin immediately to look at the problem of achieving racial balance, and specifically, they should come up with a model plan involving a cluster of schools to begin to move toward racial balance. It was at this point that Ben entered again and said that if we were going to propose this we should specify to this committee that they had to come out with something that could be implemented in the fall. We agreed on this. This particular proposal then was voted on by the Council and will go in as part of the statement of the Board in the whole package of statements and requests from the Inner-City Council.

Thursday, March 28

Jeanne Ross, President of the City Education Association, stopped me in the hall this morning. She said that she had heard that some of the teachers had approached Jim Scott, a member of the Conference Committee (the negotiating group for the district), about some questions they had about Follow Through, both this year and next. They questioned the pay incentive plan, the eight to five day and the fact that this year no substitutes were hired for teachers. Jim responded by saying that, as far as he knew, the Conference Committee was not a negotiating body for the federal programs and that Follow Through was a special program which set its own regulations and guidelines. Jeanne Ross said she was disturbed that these teachers would be going to the

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Conference Committee to complain, and she mentioned to Jim that all the Central Office staff were highly enthused about the Follow Through project proposed for next year. She was quite concerned that some of the teachers had expressed negative feelings. I talked with her in some detail about incentive pay, and it seemed that she would not be in agreement about giving teacher bonuses on the basis of what children accomplished in a given year. This seemed to her to be somewhat unprofessional. For my part I was quite disturbed that some teachers had sought out Jim Scott.

I did more work on the proposal today and began writing the abstracts to present to the Board next Monday, April 1. I also began working on the budget, since I knew that they would be most concerned about the budget.

(As in all programs, one person must assume the task of writing the proposal and seeing it through to completion.)

I talked with Barbara about a future parent advisory group meeting and asked her to begin making contacts to set up a meeting on Monday, April 8. I will present the proposal, as it has been developed in our thinking to this point, to get their reactions, criticisms, and suggestions.

(A well-organized Parents' Advisory Committee (PAC) would call its own meeting and communicate through elected channels their reactions as called for in the proposal and on other issues as well.)

I interviewed a Mrs. Wilma Joy today for the positio of Health Services Supervisor.

(A part of the PAC organization is a subcommittee on personnel. The director would consult with this group regarding such decisions.)

She is currently teaching in a parochial school, but she has had about six years experience as a county nurse and one year as a school nurse. Fred, the Head Start Director, and I sat with her and talked about the project next year and what we thought the role of a Health Services Supervisor would be. She seemed excited about the project. She did ask about what kind of a time commitment would be expected. I said I was asking the teaching staff to work an eight to five day and I did see some times when she would be called on to work beyond the three-thirty day since some of our staffing efforts certainly would come later in the day. She would also be consulting with groups of parents or teachers. She said this would certainly have to be worked out, since she has two young children and wants to be there when they come home from school.

I also talked with Gene briefly today about his role

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as parent activities coordinator, or school community worker, working half-time in Follow Through and half-time for Head Start. He wanted to know a little bit about the role and what his functions would be. I tried to outline those from what I've written in the application at this point concerning the role. He said he would like to sit down with Fred and Kathleen (the Head Start Director for next year), and me and talk more about his job, and I said that we would do that.

(Another cooperative role for the PAC and program director to share.)

Friday, March 29

I met with the fiscal officer for the District to discuss budget questions, especially concerning the in-kind portion.

(Federally assisted funding requires that communities contribute a local share toward total program costs. Sometimes this share can be in the form of services, space, or volunteer time, as well as in cash.)

Then I met with Joe Garrett, the Director of Pupil Transportation and Food Services for the District. I outlined for him our transportation needs for next year and tried to get from him an estimate of the cost for providing transportation for Follow Through children. He thought that we could get by for $7.50 per run, which would be a total of $29 per day for 180 days. He asked me why I didn't contract out my own busing program this year, and I told him that I knew we were going to have a problem meeting the in-kind this year. I am looking for ways to get the Board to pick up some of the expenses.

I asked about the price of meals and he thought that we could include a cost of forty cents per meal at Glenoaks, since that is what youngsters pay for hot lunches there.

I met with the payroll clerk for the District, and gave him a listing of our additional project staff for next year. I asked him to figure out what the fringe benefits would be. If I put the fringe benefits and the transportation amounts together it will add up approximately to what we need for the in-kind portion. Both of these items, however, involve a cash outlay for the local share. This is something the Board has not intended to do, up to this point. Usually the local share comes through the use of volunteer hours and space rental.

I also met with Fred today and discussed the sharing of supervising personnel between the two projects (F.T. and H.S.).

(Whenever possible, local programs should share and exchange to deepen and expand their own program offerings.)

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He had begun work on his application, so we looked at our two budgets and made sure that all staff we plan to share between the two projects are being covered. The day ended with a meeting with Bob Hill, Research Director, who talked about his discussions with the model sponsor in Washington, D.C. this past week. He reminded me that I needed separate budgets for each grade included in the project. (Follow Through starts with kindergarten and adds a grade each year up through third grade.) There should be approximately $57 per student for supplies and materials; this was about $4,000 more than I had put into the project at this point. Bob asked about maintenance of effort.

> (In addition to local share, federally supported programs insist upon the community maintaining effort toward program housing, upkeep, and adequate support from related programs.)

There is little more than $4,000 included for maintenance of effort and perhaps this could be used. However, it seems to me that a lot of that material-art supplies and so forth-that is normally provided for these youngsters would still be used next year. Of course we would not use textbook rental, and that portion of the budget certainly could be used for the sponsor's recommended supplies. However, I was not planning to ask youngsters in first grade to pay the normal $2.50 for book rental per semester so that would not be an item of income from our students next year. Because of budget restrictions, we will be asked to have 33 youngsters in class with two teachers and an aide. This would cut out four teachers, which would amount to about $32,000, and that certainly would help.

It is obvious that the budget figures for the Board meeting on Monday will not be anywhere near final form. They will be just estimates, and I will have to be sure to specify that to the Board. These estimates will be modified at the Washington Workshop and in the days that follow, prior to the submission of the application.

> (Prior to the deadline for submission of proposals to the federal office for funding, the appropriate office usually has a workshop to assist communities in completing applications.)

I have written the abstract which describes 25 children, two teachers and an aide working together, and now I must change this to 33, 3 and 1. However, the instructional approach will stay as planned and hopefully the Board will agree to the organization of the project and its basic philosophy and rationale.

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Monday, April 1

I had a 9 o'clock appointment with the Superintendent to discuss my presentation to the Board that evening. He reviewed it and felt that it was well-written and adequate. He then asked me to role play, that is, to pretend that he was one of the Board members and that I had finished my presentation and he would now question me on some items. The questions which caused me the most trouble were: "What has been done to contact Glenoaks School* parents? Who will remain at the school? Only eighty children would actually be part of the project." I said that up until this point it would have been premature to involve the Glenoaks parents, since the Board had not taken action on whether or not the Project would be housed at Glenoaks.

I do think it's unfortunate that no contact was made with the Glenoaks Community or the Glenoaks staff about the possibility of F.T. coming to that school and to the community.

> (It is often not possible to make all contacts which are necessary during the implementation of new programs. The director can, however, eliminate some blunders by investing more confidence in the existing staff and the parent advisory committee.)

In the press of things to do and the pressure to meet the deadline for submitting the proposal, it was just overlooked. I guess it never really dawned on me until the Superintendent asked his question. This, by the way, is a community which has had some sense of the power it holds in terms of dealing with the school district. I am a little apprehensive about that community's reaction to the Project coming out there, especially in view of the fact that we have done nothing to give them complete information on the Project.

The Board passed unanamiously on submission of the application as I had outlined it to them. After the meeting I stopped to talk to the reporter from the Star and asked if it would be possible to withhold release of the news that Glenoaks was designated as the Project School until I could talk to the parents. He said that he doubted it since his managing editor had already gotten wind that Glenoaks was being considered and had been pressing him to see what kind of truth there was in the rumor. Bill, the reporter, really felt that it would be difficult for him to withhold the school's name at this point.

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* Glenoaks was the central location being proposed for housing all Follow Through pupils, who were then attending five neighborhood schools.

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Tuesday, April 2

The Superintendent said he certainly thought I ought to try to keep the Glenoaks name out of the paper for a week or so, until we had a chance to contact those parents. I called Bill, who said that it was really out of his hands now; his managing editor would be likely to insist that the item be in the news story but he suggested that I might call him. Steve Wilson, Director of Pupil Personnel, said that the managing editor would be a tough guy to deal with. He was not our friend. I did call the editor and he was not very pleasant. He said that the information had now been presented to the Board for public knowledge and it would be bad management of the news if he were to withhold this item from the paper. I tried not to antagonize him any further, but let it go at that. I then called to see if Bill had some idea what the article would say.

> (Many programs have a person assigned to "public information" tasks. Such a person would establish a friendly relationship with local press and T.V., usually through a particular reporter, often having many benefits. These relationships usually result in true and accurate information reaching print, as well as free publicity and announcements which need not be put in an "ad" form when you have a working relationship of the nature described.)

He said that he could say the enriched program for kindergarten and first grade children at Glenoaks would be equally available to the youngsters who would normally attend Glenoaks, and that there would be a series of spring meetings for the parents to explain the instructional approach to them. We hoped this would mollify the Glenoaks parents as they read the report in the paper.

I had lunch with the Director of Title I, who probed me for some ideas about next year's Title I Project. I talked about the Kansas City Model, which involved study centers for students after school. They employ high school youngsters to serve as assistants, monitors, and checkers for elementary youngsters, with a professional person in charge of several high school students. He also talked about the desirability of centralizing Title I in two or three centers next year, and about securing space at a parochial school.

During the afternoon I met with Mrs. Coleen Gilbert, a candidate for the psychologist position for our Project next year.

> (Another opportunity for PAC involvement in a decision of major importance. Not necessarily as a veto, but rather a consensus.)

I described the Project and talked about the relationship

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between Head Start and Follow Through in terms of the ancillary service components of each. Both in terms of working with parents, staff, and students relative to children's behavior and in terms of the meshing of psychological services with social services, we do not want a psychologist who would be primarily a test-giver, i.e., one who would write reports which end up being filed in the child's cumulative record.

She seemed excited about the job and said she had a couple of other interviews planned; but perhaps by the time we knew of the final approval of the project she would be ready to make a decision. She seemed to be a very frank, open person and I liked the questions that she came up with relative to the Project. She seemed to be a sensitive person, and willing to have the role emerge as she works in it.

Thursday, April 4

I spent the morning at Glenoaks School, where I was introduced to most of the staff. They were anxious about what would happen to them when Follow Through came to Glenoaks. One teacher from each level and two special education teachers will have to be relocated.

I was impressed with the building. It has great potential for accommodating us, and it seems to provide some flexibility with many unusual smaller areas that are not used very well. There are several large corridors which could be used for ancillary components or instruction.

On the way back from lunch I met the Director of Special Education who asked me about my-well it might be taken in a joking fashion-about my rattling his staff at Glenoaks.

Our lack or communication with Glenoaks has created negative feelings and some real anxieties at that school.

> (Programs often use the PAC to communicate with other parents because of ethnic or racial familiarity. While the director is busy with managerial tasks, a PAC subcommittee could be meeting with Glenoaks. Such a group, however, would need to have been involved from the beginning in order to be knowledgeable enough to perform this task.)

I think this could have been avoided if I had taken time to go out there and let the staff know that placement of the Project there was being considered, and that I anticipated transfers of people, but also an opportunity for some of them to stay and for some to be involved directly in the project.

I also talked this afternoon very briefly with the Director of the Urban League.

(The issue regarding busing and the efforts of Ben

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Johnson, the lone black principal (3/27), would be appropriate for discussion with the Urban League Director. This organization is intimately involved in such inner-city issues and would welcome co-operation from existing programs. Such cooperation would encourage parent participation.)

He said that he might have a resource available to us for working with our parents. It is a program developed by the Labor Department called "On the Job Training."

Friday, April 5

The chief thing I did today was to contact the District Director of Personnel about the disposition of the Glenoaks staff. He said that the staff who were not interested in participating in the project certainly ought to make an appointment to see him about reassignment to other places in the District. We talked about some problem people there, and how some of them would be difficult to place with principals in other schools.

In the afternoon I went to a special staff meeting at Glenoaks. I gave them an overview of the Project as planned for next year. Their prime concern was "what happens to me next year?" The two second-grade teachers asked during the question and answer period whether it has been determined which rooms the project would use. I said that the ten rooms in the primary section, in the newer section, would probably house the Project. They said that would mean that the two second-grade teachers would have to move to the older section. I agreed and they expressed some hostility. One said that after two years she had finally succeeded in getting a leak in her classroom ceiling repaired, and now she will have to move.

The principal set the tone for the meeting and directed some things against us. He had been out of town for the National Principal's Convention, and he opened the meeting by saying that damage had been done while he was gone and he really couldn't protect the Glenoaks building. It was now beyond his control, since the Board had acted on it.

Prior to this meeting I had a chance to talk for a few minutes with the secretary of the school, who has been there longer than the principal. She said that she was really torn between staying at Glenoaks and going to another school. I assured her that in no way was the project intending to displace her; in fact, if she wanted to remain I was sure that she would be of great help to us. The administrative assistant, my secretary, and I would be new to the building and certainly it would be an asset to have someone who knew the community, the school, and the routines established there. She said that she had pretty much made up her mind to leave.

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At the conclusion of the meeting the principal said that he felt I had done a good job explaining the program. By and large, he felt people now were informed and that perhaps we had alleviated some of their fears, although he still felt that deep down what they are most afraid of is ending up in the inner city if they are transferred.

Monday, April 8

The chief event on this day was the meeting of the Parents' Advisory Committee. I reported that since our last Advisory Committee Meeting we had presented the instructional model to the consultant staff, the the Federal Directors in the School District, to the Board of Education, and to the Administrative Council in the District. The Board has approved our use of the Glenoaks School.

I explained that there are still some steps to be taken before our application is approved. First of all, the Parents' Advisory Committee and the CAP Committee must approve the Project.

> (It does not seem that the Director wants the PAC "approval," but merely their signature on the application so that the federal granting office will assume that the PAC approves. With such minimal involvement a PAC would not know at this stage what they were being asked to approve.)

Then it must be approved by the U.S. Office of Education. I said I would be leaving tomorrow to meet with the people from the U.S. Office of Education and with the people from the University of Illinois. I would 1) negotiate our budget, 2) finalize plans for summer training and year-long training for our teachers and other staff members, and 3) more clearly define the research and evaluation portion of the project.

I then briefly described the students to be served, both inner-city and Glenoaks students. I talked to them once again about the school itself; there would be second through sixth grade students at the school and three classes for special education. I reviewed with them the instructional program as it had been presented to them by Mrs. Osborne and Mr. Frontier two weeks ago. I talked to them about the staffing plans to date, and also gave a brief description of the ancillary services attached to the program, and of our plan to coordinate these services as provided both in Head Start and Follow Through.

We also spent some time talking about the selection of the sixty new students. Mr. Gonzales wondered why we were having only sixty children from low-income families, but forty youngsters from middle-income families on the Project. I said the basic reason for mixing these sixty students with forty middle-income children is the hope that the learning environment would be improved

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for both groups of children.

(Mr. Gonzales is being told that the middle-class children have a great deal to teach poor children through interaction. This would make some parents angry.)

Youngsters learn from each other many things, not only intellectual things, but also the social learnings that this mixing provides.

Mr. Gonzales suggested having only twenty of these youngsters, which would then allow us to have eighty low-income children.

(Mr. Gonzales is also learning that in this program such matters are not discussed with parents until decisions are already made. Mr. Gonzales' point of view is only one of many. It is possible that other parents have been discouraged or have gotten the feeling of being ignored, and refuse to offer an opinion.)

I responded by saying that, if we started to think of groups of twenty-five, twenty would be from low-income families. This is the ratio the children have now, so that's no improvement.

The next question asked was whether any of this year's teachers would be included in the project. I felt a little defensive, because I read into that question dissatisfaction with some of the teachers.

(Many directors are reluctant to involve parents as a decision-making body, because they fear parents will want a voice in decisions regarding hiring and firing teachers. It is natural for the director to become defensive because most directors fear that the ultimate objective of parent groups is complete control.)

However, I responded by saying that this year's teachers would be welcome to volunteer for the Project next year, but they would have to volunteer knowing full well what is expected of them in the Project. I wanted no one forced into it, because we are asking them to change what they are teaching and asking a greater commitment from them. As it turned out, the question really reflected satisfaction with this year's teachers! I gave them a copy of the budget, explaining that salaries listed were estimates. I also said the estimates were a little bit high in order to pay teachers an additional sum over and above what the District would normally pay, since I am asking a greater commitment in time and effort from the teachers.

What new problems will crop up for the principals in Follow Through schools when non-Follow Through

teachers learn that they will be earning less and that they have a lesser professional commitment than Follow Through teachers?)

Again, Mr. Gonzales said that there certainly would be a need to explain to any teacher coming into the Project that we were going to teach in a different way, and that perhaps the movies they saw ought to be shown to prospective teachers. I talked then about the parent participation aspect of the project, mentioning that aides would come from the parent population.

(It is also helpful to recruit professionals from this population. It is a false notion that only the untrained are available in such communities.)

Most of the aides will work on a rotating basis. That is, for ten-week periods they will receive training and then could continue to operate in the project by training others.

(The interim from April 8 to April 30 was spent 1) attending the Washington Workshop, 2) finalizing the application, and 3) advertising for and interviewing prospective staff for the project.)

Tuesday, April 30

I started this morning by meeting with the Center staff. We began to talk about ways for making a final evaluation or final report to parents on their child's progress in this year's F.T. program. It was decided that we would give parents the opportunity to have this final report in the form of a home visit.

(It is also wrong to assume that the poor should invite professionals into their home without reservation. Professionals are hardly that open with invitations to their own homes.)

If they didn't want to receive a report that way, they could get the report through the mail. We listed possible areas for comment and decided that the report should have three parts. The first part would list areas in which the child has made significant progress over the year. The second part would include areas where continued work is needed in specific areas. The third area would give directions for parents to work with their child over the summer.

Wednesday, May 1

Thursday evening we will present the Project to the Glenoaks parents whose children will be involved. At this meeting we plan to give a verbal description of the program and to show the Engelmann film so that parents may get some idea of the basic method of this particular

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instructional approach. We plan to break into small discussion sessions afterward. My hope is that many areas can be covered in questions offered from the small groups, rather than having questions come from the floor where a few people are likely to monopolize the discussion.

> (By now, each neighborhood group of parents should have been helped to organize and elect officers. These separate bodies would then elect members to a city-wide PAC. The local PAC would help approve the plans for their particular school. The city-wide group made up of representatives from all Follow Through neighborhoods would help approve the city-wide plan through concensus with the director, the CAP, and the Board of Education. So far, parents have only been allowed to ask a few questions at infrequent meetings. Under these conditions, they will probably lose interest and stop attending even the open meetings.)

The preceeding chapter provides an example of the difficulties in establishing a program where the source of support is separate from the point of use, and where basic decisions must be made more quickly than a community's ordinary processes of reaching agreement will allow.

This is a normal aspect of programs financed by public funds. The program director is constantly torn between his conviction that a service is needed and his distress at the compromises and conflicts engendered by the policy "costs" of the program. When do you throw in the towel? Or is anything better than nothing at all?

Epilogue

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The social work model is not the model of the nurse or the physician or the psychologist, although there is some overlap in responsibilities. Social workers do not treat sickness or learning disabilities; they treat social disabilities.

A comprehensive approach to service means reaching more than just those who come to ask for help; it means reaching out in effective ways to children and their families. Labels such as "hard core" or "multi-problem" highlight specialization and narrowing of services, rather than the nature of the clients.

If social service is given a narrow definition and a token budget, effectiveness will be reduced and the risk of doing something harmful increased. That is, the introduction of a little social work into a child development or early childhood program can lead people to believe that the needs of the children and their families are being met when, in fact, they are not. The following are some specific ways in which a comprehensive social service component can maximize the effectiveness of a child development program.

1) Social workers can actively participate in the early planning stages of the program, using their knowledge of the culture of the child, family and neighborhood, and of local resources, to supplement the program.

2) Social workers have a role to play in developing and maintaining good working relationships between the program and other community resources.

3) Social service staff are a major information resource to families in search of more adequate housing, food, clothing, and financial assistance. They make appropriate referrals and expedite the journey through the service network, short-cutting the maze when possible and helping the child or parent get out of the client role as soon as possible. If help is arbitrarily denied, the social worker acts as family advocate; in times of crisis, she gives short-term counseling help.

4) Social workers are concerned for maximum parent involvement in the program. This includes the organization of parent advisory boards and parent education groups. Parents and other

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neighborhood residents often invite staff to work with them on neighborhood action projects.

5) Social workers also recruit, provide orientation for, and supervise social service aides and volunteers.

Social workers best suited for the range of responsibilities reviewed above are generalists who combine casework, group work, and community organization skills. The entry level professional has a bachelor's degree in social work and is the appropriate person to staff the social service component. If budget allows for the addition of paraprofessionals, BSW social workers can supervise social service aides at a ratio of 1 to 5. This would be the case, for example, of several small centers or family day care units who share in centralized supportive and other services. We strongly recommend that a social worker with advanced professional education (MSW) be called in at regular intervals for professional guidance for social service staff, and as a consultant to the program director.

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